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ABSTRACT

In order to assess community information needs and determine how the Burlington Public Library could plan to meet these needs, a community analysis project was undertaken. Specific objectives of the study were to: (1) prepare a descriptive statistical profile of the community; (2) describe the community environment, lifestyle, and information needs; (3) determine how well the library satisfies information needs; (4) examine ways in which the community can aid the library; and (5) propose changes in library services to more fully meet community needs. A community profile was compiled which examined Burlington's history, geographic setting, population, economics, government, and social and information resources, largely through analysis and synthesis of previously published statistical data. The library was examined in terms of its resources, services, and users. In addition, trends in library financial support were analyzed and compared with other Iowa cities of similar size. The community and library profiles led to a series of recommendations by the project team for library development through increased funding, better facilities, expansion of the library collection, and increased visibility of library services to the community. (SW)

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FOUNDATIONS FOR THE FUTURE:

THE BURLINGTON PUBLIC LIBRARY AND THE COMMUNITY IT SERVES

by

Marjorie Beck

and

Daniel Zack

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Daniel Zack

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

July 1980

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F O R E W A R D

The people's Right to Know is the keystone of the claim that America is the freest of nations.

That means more than access merely to the day's news. It means, too, the right--the need--to know who we are, where we are, from whence we came. It is the right to have available, in all its shadings and versions, with all its contradictions and disputes, for whatever we want to make of it, our history as a people, a nation, a state, a city. It includes not only fact but fantasy, not only educational but also entertainment materials, not only assessments of past and reportage of present, but also projections into the future.

The chief and most permanant repository of all this is the public library.

The Burlington Public Library, with this study, has reinforced its claim to be this community's chief repository of knowledge, reconfirmed its position as foremost guardian of the Right to Know.

Simply as a guide book to the community, it is a splendid piece of work. It pulls together, in one compact volume, the like of which has been long lacking and long needed, an exhaustive catalog of facts about Burlington.

It covers our history, geography, population, economy, government, the social and cultural matrix and an assessment of our resources. It should be an indispensible tool to put in the hands of a new newspaper reporter, or any other newcomer, who needed quickly to become acquainted with the community. But it should also serve to reawaken longtime residents to the qualities of this unique place.

Finally, it gives a detailed description of and makes a persuasive case for the public library and its role in the community's life. No one can read that presentation without at once a feeling of gratitude and price for what we have, and pangs of guilt about our failure to support the public library as we ought.

The library, with this study, has performed a service to the community--and to itself. I commend it to my fellow citizens.

John McCormally
Former Editor Hawk Eye Newspaper

As we had been told, the process in itself was a learning experience; changes occurred as a result of a new awareness in the community and the library. Although the basic purpose of this report was as a needs assessment for the library, we feel that there is much information which will be of interest and value to many others in the community as well -- even those who are long-time residents and community observers. This is not a detailed guide to the library or its resources, but it may generate enough interest to cause you, its reader, to inquire further about what the library has to offer and how you can be involved in maintaining quality library service to the people of Burlington and Des Moines County.

Marjorie Beck
Community Analyst

I. INTRODUCTION

From the Black Hawk Spring and nature trails where the famous Indian roamed, to circuitous Snake Alley and its cobblestone counterparts; from the sturdy homes gracing the hills to the Mississippi riverfront where the people celebrate "Steamboat Days" every June, Burlington, Iowa is filled with reminders of the colorful history of the community.

Most citizens are proud of this rich heritage while others are concerned that the desire for preservation inhibits progress. The Burlington Public Library is illustrative; completed in 1896 and listed in the National Register of Historic Places, the library now faces the challenges of how to effectively maintain an aging building, utilize space, and plan for programs and patron needs which were unforeseen in bygone eras.

PURPOSE

Wherever there are people there are information needs; these needs vary from person to person and community to community. Public libraries are usually at the hub of the community's information needs. Leaders in the library profession are beginning to realize that a single set of national standards is not valid for all public libraries, and they are currently working on guidelines which are based on "the needs of communities and individuals rather than with needs of institutions."[1] In order to assess the local needs and how the Burlington Public Library could best plan for the present and the future, a community analysis project was begun.

OBJECTIVES

The following objectives were outlined for the Burlington project:

1. To prepare a descriptive statistical profile of the community
2. To describe the environment and lifestyle of the community
3. To determine the information needs of the community
4. To describe existing library resources and services
5. To determine how well the library is satisfying basic information needs
6. To determine ways in which the community can aid the library
7. To evaluate library services in terms of community needs and propose changes to meet those needs

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[1] ALA Public Library Association: Goals, Guidelines and Standards Committee, "A Mission Statement for Public Libraries," American Libraries, December 1977, p. 615.

PREFACE

How do you capture a community or an institution on paper? The challenges of such an assignment in conducting this community analysis were many.

Changes occur constantly; what may have been true when some data was gathered may have changed significantly by the time the report is written. The frustration of dealing with 1970 census reports while the 1980 data was being collected caused constant pondering, "How will this have changed?"

In some cases much more data was collected than could ever be included in the final report. To those who patiently provided answers to the numerous questions we say "thank you" and hope that you are not too disappointed with the omissions. In other cases data eluded the most persistent searcher. The bottom line for inclusion in this project was always, "What impact does this have on the library?"

At times it was difficult to separate the city from the county while at other times they appeared as complete opposites. Dr. Philip Jordan pointed out the dichotomy in Catfish Bend, a history of Burlington: "The city was the county, and the county was the city...The cultural matrix showed marked differences between town and farm. Yet each needed the other to prosper." The city of Burlington was our primary focus but it was a necessity to include Des Moines County in the total picture.

In the process of collecting data the people of the region were of utmost importance. Without their cooperation and patience this project would never have been completed. A major frustration, however, was that there were many more people who could have provided additional information or insight if time had permitted contacting them. Nonetheless, so many offered their time and assistance that it would be impossible to mention everyone by name, but some special acknowledgement must be made.

Dr. Roger Greer and Martha Hale of the University of Southern California School of Library Science must be noted as the instructors of the process as well as the enthusiastic visionaries and motivators of a new wave in public library evaluation. Martha Hale's guidance and encouragement throughout the project were particularly welcomed.

On the state level Jane Gray, Director of the Office of Library Development, was the impetus for the project getting started in Burlington when she revealed a concrete method for gathering and evaluating information about the community and the library. Her guidance and supervision of the project were most appreciated.

Without the local Library Board and their belief in the project it still might not have become a reality. To President Doyle Ruble and members Carol Goddard, Carolyn Dorting, Richard Beckman, and Dr. Philip Jordan goes special commendation.

Mid-way in the project we formed the Library Advisory Committee representing a cross-section of the community. Through meetings and a maze of material which didn't make much sense, they patiently saw us through the final draft and recommendations. Our deep appreciation goes to Peggy Carter, D.E. Jackson, Avis Long, Milton Meuler, Madge Omps, Fran Schulte, Ruth Stein, Robert J. Todd, Howard Waters, and DeEdwin White.

Brief mention and special thanks must go to Margaret Raymond who contributed editorial expertise, to the Friends of the Library, to Jim Adamson and Larry Rees of the Central Iowa Regional Library System, Mark Johnson and Dusty Powell of the City of Burlington Department of Planning and Development, Larry Holtkamp of Job Service of Iowa, and John Wiebler of the Regional Planning Office.

Library staff members each contributed a segment of time as well as information to the project, and they read and responded to the data and tidbits published bi-weekly in "Beck's Bunker," wondering what kind of meaning would ever come from such trivia. Crystal Gribble in particular put in many hours typing and retyping in addition to other tasks and duties which fall on the shoulders of an administrative assistant.

Finally, thanks must go to Dan Zack, Burlington Public Library Director. After his appointment as director in September 1978 he saw many areas of the library which needed improvement. He wanted a systematic approach to planning and setting priorities for those needs in consideration of community desires, but he lacked the time to develop an in-depth study while carrying on his administrative duties. Once the vehicle of a community analysis project was introduced and approved he offered a great deal of encouragement, guidance, and assistance.

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The number of library employees is adequate at this time to meet the present service demands of the library except for additional clerical help, which would allow key employees to spend more time in professional activities. It should be stressed that the present staff is considered to be at an absolute minimum level to accomplish basic library functions. This fact is all too clear when even one employee is on sick leave or vacation for any length of time; in such a case several employees are required to fill in and their own work slows considerably.

A significant difference in library scheduling, as opposed to other public service institutions, is the additional evening and Saturday hours the library is open. This scheduling requires several permanent part-time employees even though most full-time employees work one evening a week and at least one Saturday a month.

Educational requirements have become more restrictive as the work performed by the librarians has grown more complex, and professional decisions are required in all nonclerical positions of the library. A degree in library science or at least a college degree is now a prerequisite for all positions of responsibility in the library. Despite an individual's background, however, all librarians are required to attend workshops and seminars throughout the year, as well as staff workshops and meetings within their own departments at the library.

FINANCIAL SUPPORT

The Burlington Public Library receives the major source of its funding from the general fund of the City of Burlington. A budget request is prepared annually and submitted by the Library Board for review and approval of the city commissioners. Other sources of funds include various contracts for service from localities outside the city, revenue sharing for specific capital improvement projects, and gifts and endowments.

Up to 1974 the library received adequate funding for a community of Burlington's size, but suffered a steady erosion of funding from 1974 to 1978. This was due in part to a lack of interest by the city council, but the library must accept equal responsibility as budget preparation and adequate planning were rather inconsistent during these years. In the last two years the library budget has been improved due to an increased concern and awareness by all parties concerned-- city council, library board and staff, and the general public.

City Funding

Even with recent budget increases, however, the Burlington Public Library has still not kept pace with cities of similar size in Iowa as can be seen in Table 30. Although Burlington ranks fourth in population of the nine cities, it ranks eighth in library income and per capita library spending (budget divided by population). The data used in these tables are two years old, but are the most recent source of information on this subject. Estimates of more recent budgets show Burlington in the same relative position in comparison with other cities. The budget of the Burlington Library is spent in the following proportions: personnel costs (including taxes and insurance) 70%, materials 14%, plant operation 11%, and other costs 5%, an appropriate balance in comparison with other libraries.

TABLE 30. SECOND NINE LARGEST CITIES - POPULATION, LIBRARY INCOME, PER CAPITA LIBRARY SPENDING 1978-79

CITY	POPULATION	LIBRARY INCOME	PER CAPITA LIBRARY SPENDING
Clinton	34,719	$361,156	$10.40
Mason City	31,951	340,184	10.65
Fort Dodge	31,263	201,700	6.45
Burlington	30,400	217,860	6.73*
Ottumwa	29,610	272,142	9.19
Cedar Falls	29,597	313,510	10.59
Marshalltown	26,219	246,000	9.38
Muscatine	22,405	373,361	16.66
Bettendorf	22,126	261,782	11.83

*For 1980-81 still only $7.32

Source: Iowa State Library Commission

In the past arguments were made in defense of a low library budget by claiming that Burlington did not have the economic resources of other similar sized cities. Table 31 shows a comparison of the assessed valuation of these cities, and Table 32 shows a similar comparison for total city budgets.

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METHODOLOGY

The procedure as developed by the Community Analysis Research Institute at the University of Southern California School of Library Science depended upon collecting as much previously published information about the community as possible. Updates and observations were gathered from community groups and individuals by means of discussion and surveys. Library data collection utilized several methods of sampling as well as discussions and examination of records kept. One person was hired with funds awarded by the State Library Commission of Iowa to serve as the community analyst, working closely with the library director and other library staff members and community resource people. Once the data was collected and organized, a Library Advisory Committee, selected from a cross-section of the community, was asked to assist with the analysis and recommendations.

II. THE COMMUNITY

HISTORY

"Sho-quo-quon," "Flint Hills," "Orchard City," "Little Chicago," "Catfish Bend," "Porkopolis of Iowa": these names are part of the colorful past of this Mississippi River town. The Sac and Fox Indian tribes originally held the area as a neutral territory and trading point. They gave it the name Sho-Quo-Quon (Flint Hills) because of the flint deposits used in their implements, the only major deposit within three hundred miles.

A trading post was established on the site in 1808 and the American Fur Company brought thousands of pelts to the location, but fire destroyed the post four years later. Before the Black Hawk purchase was officially opened in 1833, Amzi Doolittle and Simpson White moved in to stake claims, but were later evicted by government troops. When settling became legal, canoes and a ferry which operated from Henderson County, Illinois, began transporting new settlers and their goods to the site, totaling 517 persons by the first census in 1836. In remembrance of his hometown in Vermont Dr. John Gray gave the community the name Burlington.

As part of the Territory of Wisconsin the Des Moines County town became the temporary capital in 1837. The following year it was the site of the first legislative meeting of the newly created Territory of Iowa. It remained the temporary capital until 1841 when the buildings at Iowa City were ready for use.

Steamboats found a welcome landing at the Burlington port and added to the stream of immigrants already ferrying across the river by the 1850's as settlers planted roots on Iowa soil and pushed back the edge of the frontier. Further expansion occurred when the Chicago, Burlington and Quincy Railroad bridge was built in 1868 and the railroad shops were established in this Iowa town. The growing community already had factories and pork packing establishments. The steamers and rail cars carried out these goods and the agricultural products from the nearby farms.

Fire destroyed the heart of the business district in 1873 but more substantial buildings replaced those lost. The population swelled rapidly through 1880 when Burlington had 19,540 residents (the City Directory claimed 30,000) and Des Moines County had 33,099. Bricks, pickles, candy, boots, coffins, and beds were among the items then manufactured in the

bustling young city as the industrial base began to mature. Public demand for a wagon bridge across the Mississippi began late in the 1880's but it wasn't until 1917 that Mac Arthur Bridge was opened.

The city showed gradual and more industrial diversification until the 1940's when the war swelled the population to 40,000 bringing in many to work at the nearby Iowa Ordinance Plant. The increase was temporary and the population leveled off around 30,000 where it has remained since 1950.

Recent changes in the city have seen the construction of a four-lane controlled access highway from the bridge downtown reconnecting with Highway 34 five miles to the west. A facelift along Jefferson Street, the main shopping district downtown, has given the city Steamboat Walk that limits two blocks for pedestrians. Westland Mall is a new enclosed mall housing 60 stores in West Burlington, just off the Interstate as the urban center moves outward.

GEOGRAPHIC SETTING

Location

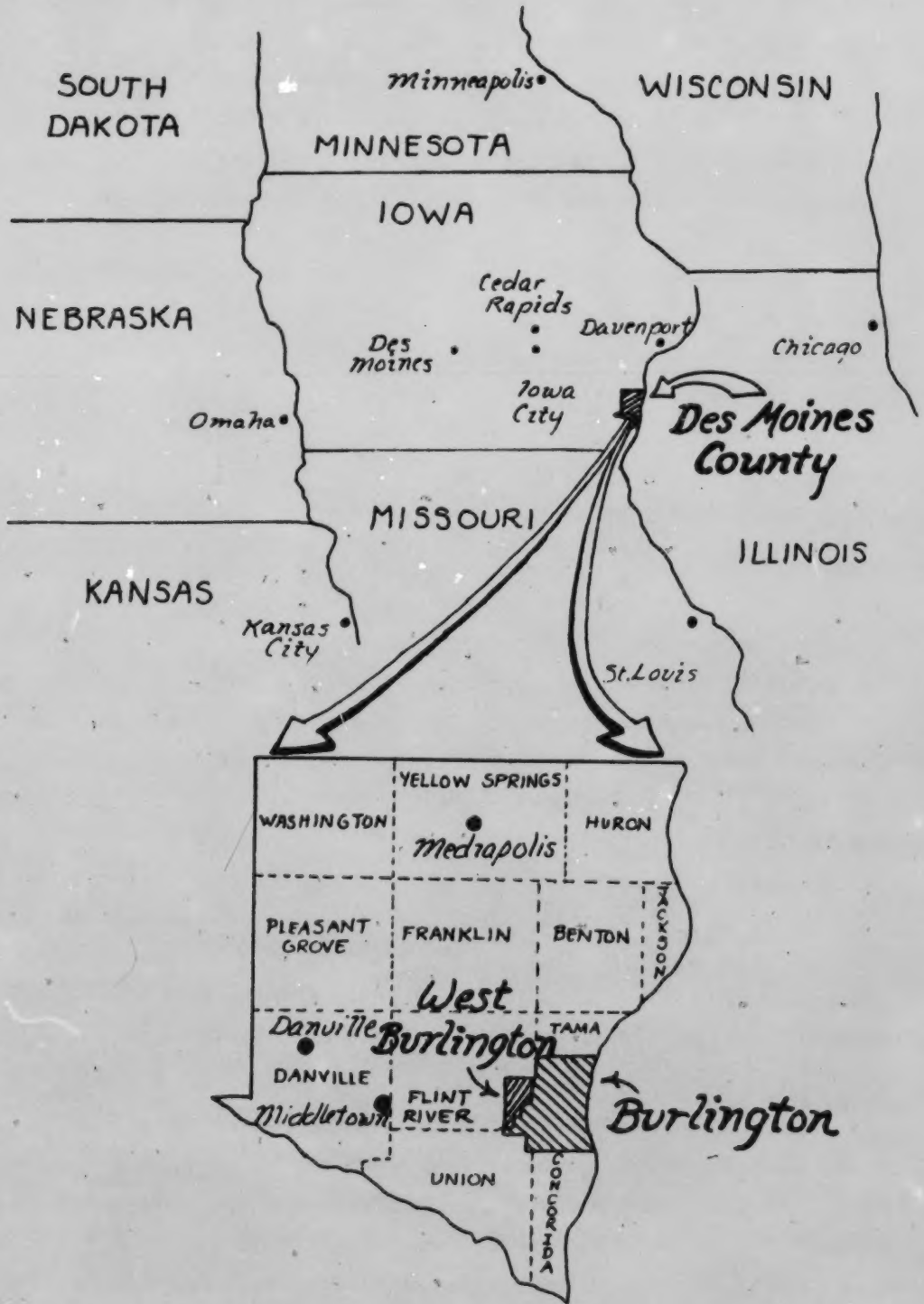
Des Moines County is in the southeast corner of Iowa with Burlington situated in the southeast corner of the county. (See Map 1) Other incorporated towns in the county include Danville, Mediapolis, Middletown, and West Burlington. The Mississippi River separates the Iowans from their Illinois neighbors while the Skunk River forms the southern boundary of the county.

Cities in the state which attract county travelers are Davenport (75 miles), Des Moines (162 miles), Cedar Rapids (112 miles), and Iowa City (78 miles). Major cities outside the state which are within a 400-mile radius are St. Louis (217 miles), Chicago (226 miles), Minneapolis (355 miles), Omaha (290 miles) and Kansas City (301 miles).

Topography

Rivers, hills and prairies capsulize the county terrain. The Mississippi River was originally a barrier but later the artery that brought settlers to the region: Flint Creek and old Hawkeye Creek were the tributaries which encouraged them to settle here. Skunk River and other creeks flowing to the Mississippi trespass through county land.

MAP 1. DES MOINES COUNTY, IOWA



Four hills -- North, South, West, and Prospect -- dominate the landscape and were determinants of the settlement patterns of the city. The land basin measures 544 feet elevation while the bluffs rise to 694 feet in the city. The low point in the county is 520 feet where the Skunk River empties into the Mississippi River, and the high point is 862 feet in the northwest part of the county.

Beyond the hills are moderately rolling plains which form an irregularly shaped county of 408 square miles, 26 miles north to south and 22 miles east to west. Urban land consumes 10% of the 261,000 acres, while 60% is in cropland, 8% is in pasture and 22% is in woodland, wasteland, or idle land.

Climate

Typical of its setting in the nation's heartland, the Burlington area climate is subject to extremes in temperature. Seasonal changes are pronounced as summer temperatures average 73° and winter averages 25°. The highest and lowest temperatures recorded were 111° and -27°. Humidity adds to the discomfort level particularly in June, July, and August. Sixty-five percent of the precipitation usually comes from April through September (annual average 35 inches) with snowfall averaging 25 inches. Severe thunderstorms and hailstorms are the most frequent storm patterns and occur predominantly in May and June.

POPULATION PROFILE

Population Trends

Stability has characterized the city and county population since 1950, and although projections for 1980 vary widely most indicate no drastic change for the future (Table 1). Looking at the state, Iowa is in a 2-3% growth pattern for the decade as the migration to the Sun Belt states continues. However, within the seeming stability is a lot of movement. Danville, Mediapolis, and the unincorporated areas have had a steady growth pattern, with Middletown and West Burlington increasing through the 1970's but showing no evidence of continuing the pattern (Table 2).

TABLE 1. POPULATION OF BURLINGTON AND DES MOINES COUNTY, 1850-1980

YEAR	BURLINGTON		DES MOINES COUNTY	
	Population	% Change	Population	% Change
1850	4,082		12,988	
1860	6,706	64.3	19,611	50.9
1870	14,930	122.6	27,256	38.9
1880	19,450	30.3	33,099	21.4
1890	22,565	16.0	35,324	6.7
1900	23,201	2.8	35,989	1.9
1910	24,324	4.8	36,145	.4
1920	24,057	- 1.1	35,520	- 1.7
1930	26,755	11.2	38,162	7.4
1940	25,832	- 3.4	36,804	- 3.6
1950	30,613	18.5	42,056	14.3
1960	32,430	5.9	44,605	6.1
1970	32,366	- .2	46,982	5.3
1980	29,308	- 9.5	45,867	- 2.4

Source: U.S. Bureau of Census

TABLE 2. POPULATION OF DES MOINES COUNTY AND GOVERNMENTAL SUBDIVISIONS

POPULATION AREA	1950	1960	1970	1980
Des Moines County	42,056	44,605	46,982	45,867
Burlington	30,613	32,430	32,366	29,308
Danville	450	579	948	1,010
Mediapolis	834	1,040	1,242	1,665
Middletown	229	245	443	492
West Burlington	1,614	2,560	3,139	3,252
Unincorporated Areas	8,316	7,751	8,844	10,143

Sources: U.S. Bureau of the Census (1950, 1960, 1980)
U.S. Bureau of the Census, 1976 Population Estimates... for Counties and Incorporated Places in Iowa, Series p-25, No. 754, 1979

Several townships have exhibited recent growth: Concordia, Flint River, Tama, and Union (Table 3). Because these are adjacent to Burlington it would appear that more people are deserting the city to settle in the outer fringes, a familar nationwide shift in the 1970's (see Map 1 in preceding text). In fact, Burlington city planners point out that many people who have left Burlington have simply moved to the surrounding townships.[2]

TABLE 3. POPULATION OF THE UNINCORPORATED AREA OF DES MOINES COUNTY, 1940-1980*

TOWNSHIPS	1940	1950	1960	1970	1980
Benton	673	652	674	650	737
Concordia	286	296	478	797	981
Danville**	820	1,162	1,070	888	909
Flint River	1,185	1,474	1,008	1,560	2,432
Franklin	758	665	618	756	680
Huron	649	545	499	453	415
Jackson	242	225	204	203	181
Pleasant Grove	480	517	474	436	441
Tama	551	554	660	950	1,401
Union	1,003	536	574	660	997
Washington	693	700	600	532	410
Yellow Springs	899	829	731	729	559
TOTALS	8,239	8,155	7,590	8,614	10,143

*These are totals of people only in the unincorporated part of the county. The apparently erratic, periodic declines in the population of some townships is accounted for by city annexations during the period.

**Augusta Township was annexed to Danville Township in 1970. The population totals for 1970 and prior years include August Township population.

Source: U.S. Bureau of the Census

[2] Burlington Area Market Study: Population Analysis (Burlington, Iowa: City Department of Planning and Development, 1979). p. 5.

The steady decline of births nationwide and little change in the death rate has also held true locally, resulting in a lower natural increase of population. Another variable factor influencing population is movement into and out of the area. Estimates of migration show considerable movement from the area after 1960 and through the 1970's (Tables 4 and 5). The drop since 1970 reflects to some degree the reduction in employment opportunities. The prime example is the Iowa Army Ammunition Plant (formerly Iowa Ordinance Plant) employing 7500 people in the late 1960's but losing 6300 jobs early in the 1970's when the Atomic Energy Commission withdrew from this location. However, the reduction in employment opportunities does not account for the entire loss, and Burlington city planners and civic promoters are rather dismayed by the significant loss in population revealed by the preliminary results of the 1980 census.

TABLE 4. POPULATION CHANGE: BURLINGTON AND DES MOINES COUNTY, 1960-1970

TYPE OF CHANGE 1960-1970	BURLINGTON	DES MOINES COUNTY
Population, 1960	32,430	44,605
Births, 1960-1969	6,581	9,047
Deaths, 1960-1969	3,806	4,995
Excess of births over deaths	2,775	4,052
Net migration, 1960-1970	- 2,839	- 1,675
Population, 1970	32,366	46,982
NET CHANGE	- 64	+ 2,377
Source: U.S. Bureau of Census		

TABLE 5. POPULATION CHANGE: BURLINGTON AND DES MOINES COUNTY, 1970-1980

TYPE OF CHANGE 1970-1980	BURLINGTON	DES MOINES COUNTY
Population, 1970	32,366	46,982
Births, 1970-1979	4,535	6,750
Deaths, 1970-1979	3,594	4,817
Excess of births over deaths	941	1,933
Net migration, 1970-1980	- 3,999	- 3,048
Population, 1980	29,308	45,867
NET CHANGE	- 3,058	- 1,115
Source: U.S. Bureau of the Census		

National estimates indicate that one out of five persons moves every year, a figure that is accurate in Burlington as well. After checking frequency of address changes with local agencies and comparing that with a sampling of registered borrowers at the library it may actually be higher in the city, with approximately 35% of those moving who stay within the city, 40% moving out of state, and the remainder moving elsewhere in Iowa.

Age and Sex

Shifts in population nationwide are anticipated to have a major impact on society in the coming years. The increase of elderly and decline of children in the county follows the national trend set in the 1970's.

Iowa ranks third in the nation in elderly population with 13% of the resident population age 65 or over. If predictions are correct for 1980, Des Moines County will have 14.3% and Burlington 15% of their population in the advanced bracket (Table 6). The number of people age 75 or over are showing the most dramatic increase of any category. Better health care has contributed to a rising life expectancy, so that the 47.7 year average at the beginning of the century is now at 73.3 years (77.7 for white females).

The 0-14 age brackets have exhibited a marked decline since 1960, attributable to declining birth rates. In the next decade this will mean a decline in teen-agers. Experts believe that we will see more children when the present 15-19 year-olds, representing the largest category of any five-year increment, begin raising families of their own. However, changing life-styles may modify these predictions as more young people are marrying later or remaining single, and couples are delaying childbearing, remaining childless or having fewer children.

Although males hold a numerical advantage through the early years (6% more at birth nationally), their number dwindles so that in the 20-30 age bracket women hold a numerical edge which continues to grow as age increases. Des Moines County females have assumed the lead by the ages of 15-19 (Table 7).

TABLE 6. POPULATION BY AGE

	BURLINGTON			DES MOINES COUNTY		
Age	1960	1970	1980	1960	1970	1980
0-4	3373 10.4%	2689 8.3%	1997 6.6%	4662 10.5%	3904 8.3%	3034 6.7%
5-9	3187 9.8%	3145 9.7%	2206 7.3%	4588 10.3%	4617 9.8%	3382 7.5%
10-14	2852 8.8%	3014 9.3%	2404 7.9%	4085 9.2%	4582 9.7%	3580 7.9%
15-19	2191 6.8%	2806 8.7%	2768 9.1%	3098 6.9%	4113 8.8%	3715 8.2%
20-24	1689 5.2%	2358 7.3%	2493 8.2%	2210 5.0%	3286 7.0%	3435 7.6%
25-29	1808 5.6%	2002 6.2%	2565 8.4%	2427 5.4%	2978 6.3%	3500 7.8%
30-34	2051 6.3%	1537 4.7%	2146 7.1%	2855 6.4%	2381 5.1%	3169 7.0%
35-39	2178 6.7%	1550 4.8%	1716 5.6%	3009 6.7%	2367 5.0%	2833 6.3%
40-44	1880 5.8%	1748 5.4%	1310 4.3%	2682 6.0%	2643 5.6%	2229 4.9%
45-49	1813 5.6%	1975 6.1%	1406 4.6%	2507 5.6%	2915 6.2%	2235 5.0%
50-54	1795 5.5%	1723 5.3%	1601 5.3%	2417 5.4%	2550 5.4%	2501 5.5%
55-59	1704 5.3%	1567 4.8%	1706 5.6%	2310 5.2%	2281 4.8%	2691 6.0%
60-64	1719 5.3%	1615 5.0%	1551 5.1%	2265 5.1%	2196 4.8%	2285 5.1%
65-69	1482 4.6%	1340 4.1%	1232 4.1%	1924 4.3%	1852 3.9%	1896 4.2%
70-74	1185 3.7%	1264 3.9%	1187 3.9%	1547 3.5%	1702 3.6%	1684 3.7%
75+	1523 4.7%	2033 6.3%	2122 7.0%	2019 4.3%	2615 5.6%	2877 6.4%
Total	32,430	32,366	30,410	44,605	46,982	45,046

Sources: U.S. Bureau of the Census
Burlington Department of Planning and Development (1980 estimates for Burlington)
Iowa Office for Planning and Programming (1980 estimates for Des Moines County)

TABLE 7. POPULATION BY SEX

BURLINGTON												
1970		Under 5	5-9	10-14	15-19	20-24	25-34	35-44	45-54	55-64	65+	Total
	Total	2689	3145	3014	2806	2358	3539	3298	3698	3182	4637	32,366
	Male	1394	1562	1512	1350	972	1744	1547	1778	1417	1782	15,058
	Female	1295	1583	1502	1456	1386	1795	1751	1920	1765	2855	17,308
1980	Total	1997	2206	2404	2768	2493	4711	3026	3007	3257	4541	30,410

DES MOINES COUNTY												
1970		Under 5	5-9	10-14	15-19	20-24	25-34	35-44	45-54	55-64	65+	Total
	Total	3901	4641	4580	4110	3285	5357	5007	5462	4474	6192	46,982
	Male	2009	2310	2309	2013	1378	2682	2370	2647	2103	2507	22,328
	Female	1892	2304	2271	2097	1907	2675	2637	2815	2371	3685	24,654
1980	Total	3034	3382	3580	3715	3435	6669	5062	4736	4976	6457	45,046

Sources: U.S. Bureau of the Census
Iowa Office for Planning and Programming (1980 estimates for Des Moines County)
Burlington Department of Planning and Development (1980 estimates for Burlington)

By the time they reach the 65 or older category there is a decided female dominance in numbers, 59% female and 41% male nationally. Des Moines County was close to the national figures in 1970 with 60% and 40% while Burlington showed a 62% and 38% balance. In coming years the city gap is expected to widen even further, primarily because of the provision of more apartment and elderly housing in the city. As 60% of the older women are without marriage partners, compared to 20% of older men, we will anticipate older women leaving their rural residences for homes in the city that are closer to needed services. Widowed women, which comprised 7.7% of Burlington's population in 1960, had grown to 8.5% by 1970. Des Moines County showed a similar increase from 6.8% to 7.3%.

Family

Declining birth rates and changing life-styles have not only affected the total population but they have had an impact on the family as well. The divorce rate which has nearly doubled nationally in the last decade has also been a major factor in family changes. Des Moines County records show 262 marriage dissolutions in 1979 as compared with 159 in 1970. Statistical information available locally on family structure is basically from the 1970 census data which will undoubtedly show some changes when the 1980 census is released (Table 8).

TABLE 8: FAMILY STRUCTURE*

STATUS	BURLINGTON	DES MOINES COUNTY	IOWA
Single	5,338 (22.1%)	7,630 (21.9%)	510,392 (24.6%)
Married	15,291 (62.4%)	22,809 (64.7%)	1,323,948 (63.7%)
Separated	252 (1.0%)	312 (.9%)	13,529 (.7%)
Widowed	2,480 (10.3%)	3,104 (8.9%)	173,614 (8.4%)
Divorced	1,015 (4.2%)	1,255 (3.6%)	54,389 (2.6%)

*Includes persons 14 years old or older

Source: U.S. Bureau of Census, 1970

An intermediate report on family data was available as a result of a special household survey by the R.L. Polk Company commissioned by the City of Burlington in 1977. In that seven-year period there was a reduction in the average Burlington household size from 2.86 persons in 1970 to 2.63 in 1977 (Table 9). During the same period of time there was a reduction in the number of households with children and a drop in husband-wife households. By comparison there was an increase in the number of one-person households and in female heads of households with children.

TABLE 9. HOUSEHOLDS

HOUSEHOLDS	BURLINGTON 1970	BURLINGTON 1977	DES MOINES CO. 1970
Total occupied households	11,176	11,187	15,693
Husband-wife households	7,274 (65.1%)	6,895 (61.6%)	10,927 (69.6%)
Households with children	4,366 (39.1%)	4,094 (36.6%)	6,523 (41.5%)
One-person households	2,548 (22.8%)	3,023 (27.0%)	3,133 (19.9%)
Female heads with children	480 (4.3%)	626 (5.6%)	576 (3.7%)
Households with 5 or more	n/a	1,439 (12.9%)	2,821 (17.9%)
Average persons per household	2.86	2.63	2.95

Sources: U.S. Bureau of the Census
R.L. Polk Survey of Burlington (1977 data)

It is estimated that the number of women heading single-parent families has climbed nationally by 73% in the last decade. Predictions continue that almost half of the infants born today will live in one-parent families for at least part of their childhood. Divorce is a major factor in this increase, but another contributor is the increase in adolescent childbearing which ranks our nation among the highest in the world. Of the births to adolescents 39% are out of wedlock, and that proportion is increasing steadily with 87% keeping the infant. The trend of out-of-wedlock births

has been slowed only by the availability of abortion, which need not be reported in the state of Iowa. In addition to the impact these single mothers are making on family structure, the effect is also felt in the labor force to be examined later.

One-person households are comprising a growing number of family units. Many young people are delaying marriage: the median age for a first marriage has risen to 22.1 years for women and 24.4 for men, a year older than in 1975, and nearly two years higher than in the 1950's. The number of women between age 25 and 34 who never married has more than doubled between 1970 and 1978, with many choosing careers over marriage or delaying marriage.

Housing

Three-fourths of the housing in Burlington was built prior to 1950 and a sizable number was built prior to 1900. The number of housing units in Burlington (approximately 12,000) has remained fairly constant over the last decade as new housing replaces older structures which have been demolished. Approximately 70% of the houses are single-family structures and most are owner-occupied.

As mentioned previously the average household size in Burlington is 2.63 persons while 54% of all households contain only one or two persons. With many single family dwellings the average number of rooms for all units is 5. There is a shortage of smaller units, although a significant number of large older homes have been converted to multifamily structures. With national occupancy standards recommending no more than one person per room, there is no danger of overcrowding in Burlington. In the last decade contruction of federally funded multiunit structures designed for the elderly and low-to-moderate income persons has helped alleviate the shortage somewhat. The average vacancy rate for the city varies from 4-5% which is typical for a city of Burlington's size.

In the county 74% of the 17,000 housing units are single family units and most are owner-occupied. The age of the housing is similar to that of the city with more than 70% built prior to 1950. From 1970 figures 12% of the city structures have 5 rooms per unit or more, compared to only 9% in the county. Less than 20% of the units in surrounding towns are renter-occupied.

Mobile homes account for 5% of the housing nationally. In 1970 Des Moines County mobile home dwellers were slightly under that figure, but current figures show an increase to 6%, most of which are located outside the Burlington city limits.

Construction of single-family housing is sporadic because of economic factors, and while 1977 saw 111 homes constructed the 1979 figure was 40. The heaviest concentrations of new units have occurred outside city limits.

Local builders see the demand for energy efficiency as a reason why new construction will continue, with predictions for less rural development in the future because of energy and economic considerations and restrictions on rural land development.

The mean value of all owner-occupied housing units in the city in 1970 was $15,500, a significantly lower figure than the national average of $23,030. The 526 house sales in 1979 registered through the Burlington Board of Realtors averaged $51,747 for a three-bedroom home.

One noticeable factor about Burlington housing is that there is no extensive slum area and substandard dwellings are relatively few in number. Flint Hills Manor has the highest concentration of houses which need rehabilitation, and because of the number of low-income persons living there the City targets this area for the next urban renewal site. Many older homes are being remodeled or rehabilitated throughout the city which has helped to revitalize some older neighborhoods. Future needs will be for an increasing number of smaller housing units as family sizes decrease, families split up, and more elderly give up costly single-family dwellings.

Personal Income

Up-to-date personal income figures are both difficult to acquire and to interpret. The most recent information indicates that per capita income for 1978 in Iowa was ahead of the U.S. figure (Table 10). The state figure showed a 14.3% increase over the 1977 number which boosted the state to number 17 in per capita income. For 1976 and 1977 Des Moines County appears to be ahead of both state and nation, while recent data on Burlington is not available.

TABLE 10. PER CAPITA PERSONAL INCOME

YEAR	BURLINGTON	DES MOINES CO	IOWA	U.S.
1970	$3,091	$3,103	$3,643	$3,966
1976	n/a	6,718	6,105	6,417
1977	n/a	7,706	6,887	7,026
1978	n/a	n/a	7,873	7,810

Source: U.S. Bureau of the Census
U.S. Department of Commerce
Bureau of Economic Analysis (1976-77 data)
Iowa Office of Planning and Programming
(1978 data)

Family incomes for Des Moines County are given in Table 11. There has been a major increase in the number of families earning $25,000 or more per year, probably attributable to the rise in two-income families and inflation. By contrast a growing number of people in the low income levels live on $5,000 or less per year, primarily the elderly.

TABLE 11. FAMILY INCOMES: DES MOINES COUNTY

FAMILY INCOME	NUMBER	1970	NUMBER	1977	NUMBER	1978
Less than $5,000	2,161	17.5%	4,567	25.2%	4,440	21.6%
$5,000 - 7,999	2,466	19.9	2,277	12.6	2,272	12.2
$8,000 - 14,999	5,662	45.8	4,340	24.0	4,027	21.6
$15,000 & above	2,080	16.8	6,912	38.2	7,876	42.3
	12,369		18,096		18,615	

Source: Iowa Office of Planning and Programming

Education

The decline in the population between 0 and 14 years of age has had a predictable impact on school enrollment. The national trend is anticipated to continue dropping until the middle of the decade; however, local officials believe that the trend is already leveling off here (Table 12). The decrease locally in the early 1970's was probably more attributable to out-migration than to decline in school-age population.

TABLE 12. SCHOOL ENROLLMENT - SELECTED YEARS

YEAR	IOWA ENROLLMENT	IOWA PERCENT CHANGE	DES MOINES CO.* ENROLLMENT	DES MOINES CO.* PERCENT CHANGE	BURLINGTON ENROLLMENT	BURLINGTON PERCENT CHANGE
1968	657,936		10,650		7,973	
1970	659,576	+ .2%	10,583	- .2%	7,928	- .5%
1972	645,947	- 2.1	9,943	- 6.0	7,496	- 5.4
1974	617,080	- 4.5	9,645	- 2.9	7,106	- 5.2
1976	603,596	- 2.2	9,517	- 1.3	6,957	- 2.1
1978	568,442	- 5.8	9,144	- 3.9	6,766	- 2.7
1979**			8,958	- 2.0	6,722	- .6

*Des Moines County figures include four school districts. Enrollment figures in 1979 for the three districts outside Burlington are Danville 584, West Burlington 582, and Mediapolis 1048.

**Note that previous dates are in two-year increments but this is a one-year interval.

Sources: Iowa Office of Planning and Programming
AEA 16 Administration Office
Burlington Community School District Office

In addition to the 8958 students enrolled in four public school districts in the county, five private schools -- three Catholic, one Seventh Day Adventist, and the Living Word Chapel -- contributed an additional 514 students to the 1979-80 enrollment. Plans for the fall of 1980 include the addition of a Catholic kindergarten and classes for kindergarten children through 9th graders at the First Assembly of God Church. This challenge to public education enrollment is part of a growing national trend for more private schools. Day care centers and preschools plus Head Start classes in the county add approximately 500 more children in instructional settings.

Southeastern Community College has its north campus in Des Moines County and enrolls nearly 80% of the student body at that location. Unlike the public schools SCC has had a gradual increase in enrollment with a sudden 15% rise in 1979-80. Several trends which the SCC Superintendent noted are an increase in the percentage of female students, an increase in the part-time enrollees with a resulting rise in the average student's age, and a change of interest from arts and sciences to vocational education.

Curriculum trends in area high schools also are toward more vocationally-oriented classes and work-study programs. Area schools reflect their communities' conservative policies of solid basic education with innovation only after thorough research.

Educational attainment in the United States has been rising as a greater proportion of students are completing high school and going on to college. The national median for school years completed in 1970 was 12.2 but by 1977 that figure had risen to 12.4[3]. While only 42% of the population 60 years of age or older is likely to have completed high school, 85% of the 25 to 29 year olds in 1977 were likely to have graduated. The increase of high school graduates among persons 25 years and up is also reflected in a rise from 55.2% in 1970 to 64.9% in 1977[4]. Iowa's change for a similar period was from 58.9% to 69.4%[5]. Comparison of these figures with local data is dependent upon 1970 information (Table 13).

From the figures in the table, county residents appear to have a better staying rate through 12th grade but more city residents reach the higher educational levels. The 1978 county drop-out rate for 7th through 12th grades of 4.51 is higher than the state average of 3.21[6]. Burlington school officials indicate a 6% drop-out rate for 9th-12th grades and a 3% rate for kindergarten through 12th grade.

Between 40 and 55% of the high school graduates in the area go on for further education or training. Local pride has resulted from an award given to Burlington High School for three years in a row by the University of Iowa for being the school with the highest grade-point average of freshmen students. (School library resources for area students are described in a separate section, "Educational Resources," beginning on page 50.)

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[3]U.S. Bureau of the Census. Current Population Reports, Series P-20, No. 314 "Educational Attainment in the U.S: March 1977 and 1976," (Washington, D.C.: U.S. Government Printing Office, 1977) p. 7.

[4]Ibid, p. 10.

[5]U.S. Bureau of the Census, Statistical Abstract 1979 (Washington, D.C.: U.S. Government Printing Office, 1979) p. 147.

[6]Iowa Guidance Surveys (Des Moines, Iowa: Iowa Department of Public Instruction, 1979).

TABLE 13. YEARS OF SCHOOL COMPLETED BY PERSONS 25 YEARS OF AGE AND OLDER: 1970 PERCENTAGE DISTRIBUTION

YEARS OF EDUCATION		U.S.	IOWA	DES MOINES CO.	BURLINGTON
No Education		****	.6%	.5%	.5%
Elementary	1-4 yrs	5.3%	1.3	1.1	1.2
	5-7 yrs	9.1	5.7	5.7	6.4
	8 yrs	13.4	18.5	17.8	17.2
High School	1-3 yrs	17.1	15.0	16.1	16.6
	4 yrs	34.0	38.7	40.0	38.0
College	1-3 yrs	10.2	11.1	11.1	11.6
	4 yrs +	11.0	9.1	7.7	8.4
Population 25 & Older		109,310,000	1,540,588	26,480	18,411
Percent High School Graduates		55.2%	58.9%	58.8%	58.0%

Source: U.S. Bureau of the Census

Ethnic and Racial Composition

The first settlers of Iowa, according to the 1850 census, were primarily from the states of Ohio, Indiana, Pennsylvania, and New York. Only 11% of the 1850 population and 16% in 1860 were foreign-born. Descendants of Germans, Swedes, and Irish located in Burlington and tended to segregate themselves from one another on the hills separated by ravines.

The Germans, the businessmen and brewers of the group, located in an area northwest of the city center in Lincolnville or "Dutchtown." Swedes gathered in the West Hill area and concentrated their labor efforts in the lumber business. The Irish settled between the other two groups in the west end near Agency Street or "Hibernia" and contributed to the railroad industry. Hibernia and Lincolnville are still noted as identifiable neighborhoods on city maps with some traces of the ethnic background remaining.

Nonwhites in Burlington are increasing slowly but represent only about 5% of the total population (Table 14). Burlington school enrollments for 1979-80 show 472 nonwhites, a 7% minority enrollment. County labor force figures cite 490 workers, or 2.5% minorities, which include Asians, Spanish, and Blacks, with Blacks predominating.

TABLE 14. POPULATION BY RACE: BURLINGTON, 1950-1979

YEAR	POPULATION	NON WHITE POPULATION	
1950	30,613	391	1.3%
1960	32,430	507	1.6%
1970	32,366	909	2.8%
1980*	29,308	1,500	5.1%

*The nonwhite population estimate is based on Burlington School District enrollment figures for September 1978. At that time, 449 nonwhites were students in Burlington public schools.

Sources: U.S. Bureau of the Census
Burlington Department of Planning and Development (1979 estimates)

Although the number is small there are some area residents whose English-speaking ability is limited. Of the estimated 100 Spanish families in Des Moines County between 50 and 75% use Spanish as their dominant language. A larger Spanish community lives in neighboring Lee County. In addition are the recent arrivals of those of Vietnamese, Laotian, and Chinese extraction in the area who are learning English.

ECONOMIC PROFILE

Industries and Occupations

Iowa is closely identified with agriculture and about 8 out of 10 Iowa workers depend directly or indirectly upon agriculture for their jobs[7]. The category, however, which included 1/3 of the nation's population after World War I has now decreased to 3% of the workers as a direct result of increased mechanization. In the state, agricultural employment has declined by 32% since 1960 while manufacturing employment has risen 44%. The employment balance now shows Iowa with 18% of its workers in manufacturing and 12% in agriculture. By comparison Des Moines County has a significantly higher percentage of manufacturing employees than the state: 37% of the county workers are in manufacturing with only 4% in agriculture, as shown in Table 15.

[7] 1979 Facts of Iowa Agriculture (West Des Moines, Iowa: Iowa Farm Bureau, 1979) p. i.

TABLE 15. EMPLOYMENT BY TYPE OF INDUSTRY, DES MOINES COUNTY, 1979

PLACE OF WORK	NUMBER OF WORKERS	PERCENT OF TOTAL
1. Non-agricultural Wage & Salary Workers		
Manufacturing		
Durable Goods	7,120	28.6
Nondurable Goods	1,140	4.6
Total Manufacturing	8,260	33.2
Nonmanufacturing		
Construction	770	3.1
Transport., Communications, Public Utilities	1,680	6.8
Wholesale Trade	1,090	4.4
Retail Trade	4,210	16.9
Finance, Insurance, Real Estate	660	2.7
Service	3,370	13.5
Government	2,350	9.4
Total Nonmanufacturing	14,130	56.8
Total Nonagriculture Wage & Salary Workers	22,390	90.0
2. Self-employed, Unpaid Family, & Domestic Workers	1,510	6.1
3. Agriculture	980	3.9
TOTAL	24,880	100%

Source: Job Service of Iowa

Some of the nonmanufacturing positions are affected by seasonal fluctuation, but the average employment for 1979 shows a strong wholesale and retail trade employing 1/5 of the labor force. Since 1970 that category has risen in the state by 66%, Services has increased by 105%, and Government has grown by 78%. Increases locally over the past decade have been primarily in the categories of Retail Trade and Services.

Durable goods account for 86% of the manufacturing positions. The major employers are J.I. Case Company producing machinery; Mason Hanger-Silas Mason (Iowa Army Ammunition Plant) known for its munitions production; General Electric Company manufacturing electrical equipment; Iowa

Industries (Champion) making spark plugs; and Winegard Company generating antennas and related systems. Claims from Case and the three area antenna makers promote Burlington as both the "Backhoe Capital of the World" and the "Antenna Capital." Among the other products manufactured by the 70 area firms are mattresses, baskets, athletic wear, chemicals, gypsum, paint, and furniture. Manufacturing employment has remained relatively stable or on a slow rise since 1976.

Work patterns follow a traditional heavy traffic pattern of 6:30-8:30 a.m., noon hour, and 3:00-6:00 p.m. However, a recent community needs survey by a local radio station revealed a "significant number of people active through night hours primarily because of expanding industrialization," which led the station to move to 24-hour programming[8].

Occupational groups are also showing a shift as technology is moving us from a "producing economy" through a "service economy" and into an "information economy"[9]. Recent data for our area is not available, however a comparison of 1960 and 1970 census data for Des Moines County illustrates this change in occupational groups (Table 16).

TABLE 16. MAJOR OCCUPATIONAL GROUPS: DES MOINES COUNTY, 1960 and 1970

OCCUPATIONAL GROUP	1960	1970
Professional, Technical	9.6	12.4
Managers, Administrators, Proprietors	7.7	8.9
Sales Workers	7.7	5.8
Clerical Workers	13.4	15.5
Craftsmen, Foremen	15.2	15.1
Operative & Transport	18.8	21.2
Service Workers (Including Household Help)	11.1	13.0
Farm Managers & Laborers	7.3	4.2
Laborers (Except Farm)	3.9	3.9
Unreported	5.3	0.0

Source: U.S. Bureau of the Census

[8]"Stations here going to 24-hour programming," Burlington Hawk Eye (July 1, 1979), p. 24.

[9]Longworth, R.C. and Bill Neikirk. "The changing American worker," Chicago Tribune, September 16, 1979, p. 7.

Goods and Services

The Burlington area serves as a retail magnet, drawing shoppers from a 50-mile radius to select from the variety of business and professional services offered. The largest concentration is the 397 establishments in the Burlington Central Business District, outlined in Table 17.

TABLE 17. CENTRAL BUSINESS DISTRICT ESTABLISHMENTS

TYPE OF ESTABLISHMENT	NUMBER
Office and Services	146
Retail Trade and Services	142
Hospitals	2
Hotels and Motels	1
Manufacturing	12
Residential	71
Recreation, Fraternal, Cultural	12
Wholesale	11
TOTAL	397

Source: Burlington Department of Planning and Development, 1979

The downtown business district relies heavily on retail trade but is also the center of financial, legal, and medical services in the county. The Burlington Medical Center is a major medical institution in southeast Iowa with 364 beds and a staff of over 900.

A major development in retail trade in the area occurred in 1977 when Westland Mall opened in West Burlington. The enclosed mall now has 61 outlets, while Fairway Shopping Center, K-Mart Plaza, the Roosevelt Avenue strip and other smaller concentrations provide convenience around the city. West Burlington, Mediapolis, and Danville each offer localized shopping services. Illinois residents are responsible for approximately 20% of the downtown retail trade and 16% of that at Westland Mall. Local merchants compete with one another for business but unite in their effort to attract shoppers who might otherwise travel to Galesburg, the Quad Cities, or other locations for their goods.

Des Moines County as a whole has experienced a healthy growth in the number of businesses in recent years as shown in Table 18 which is based on tax returns for retail trade. During this period, from 1976 to 1979, taxable sales increased 42%.

It should be noted that the numbers in Table 18 may be inflated to some extent due to the inclusion of numerous "ma and pa" type businesses as well as major retail establishments, but the table does indicate general trends in types of businesses and location.

TABLE 18. DES MOINES COUNTY BUSINESSES

CLASS	BURLINGTON		WEST BURLINGTON		OTHER*	
	1976	1979	1976	1979	1976	1979
Utilities	42	39	--	--	20	20
Bldg. Mtl.	71	82	--	20	28	39
Gen. Mdse	53	46	--	--	--	--
Food	121	148	--	--	23	--
Motor Veh.	279	249	27	31	101	124
Apparel	71	79	--	71	--	--
Home Furn.	126	160	--	20	21	36
Eat-Drink	227	259	25	49	46	49
Specialty	349	535	31	89	120	172
Services	857	882	71	125	197	253
Wholesale	232	242	23	45	90	119
Misc.	389	356	75	76	418	268
TOTAL	2817	3077	252	526	1064	1080

*Mediapolis accounted for 286 retail outlets and Danville 137 in 1979.

Source: Iowa Department of Revenue

Labor Force

Des Moines County has approximately 20,000 workers. Workers from surrounding counties, primarily Henderson County, Illinois, and Henry and Lee Counties in Iowa, fill 20% of the jobs available. By contrast, Job Service of Iowa reports that approximately 5% of Des Moines County resident workers travel outside the county for their jobs, primarily to Henry and Lee County. Both migration figures have increased over the past decade but overall the county still imports more workers than it exports.

The unemployment rate for 1979 averaged 4.7 in Des Moines County as compared with 5.1 in 1978. However, in September of 1979 the figures began exceeding those of the corresponding months in 1978 and topped the 6% mark entering 1980. Although seasonal changes tend to cause winter decreases in employment there is currently a shortage of jobs nationally. Therefore, the unemployment rate is expected to stay at the 6% level or increase slightly.

Changes are occurring in the labor force nationwide which have already had some impact on Burlington. The major change has been the flood of women into the nation's work force. National figures show women comprising 41% of the work force or nearly half of all women 16 or older being employed. Des Moines County records show 40.8% of the employees are women, a 6% rise since 1960, or 41.5% of the women 16 or older.

Another trend which national observers have noticed is the high percentage of people in the 15-34 age group, creating more competition for jobs available. Locally three-fourths of the residents in the 20-34 bracket are in the labor force, comprising 35% of all local workers.

Although primarily in larger cities, another group vying for jobs are the recent wave of immigrants and refugees which may have an indirect rather than a direct effect on the job market here. A final group to watch is the early retirees whose growth in numbers may be reversing itself now as older workers find the economic impact of retirement difficult to handle. Whether or not the job market is increasing in proportion to this demand for jobs, either locally or nationally, remains to be seen.

Transportation

Since territorial days of ferries crossing the Mississippi River at Burlington, followed by the railroad bridge, the vehicle bridge, and later a municipal airport, the area has been a transportation center.

BARGES. The river still provides a viable transportation source as barges dock to load grain and other goods from nearby storage facilities during the ice-free months. With increasing costs of other forms of transportation the barge traffic is gaining customers.

RAILROADS. The nation's longest railroad, the Burlington Northern, is named after the Iowa city where the old Chicago, Burlington and Quincy Railroad had its roots. When the Interstate Commerce Commission gives approval for the Burlington Northern to acquire the St. Louis-San Francisco Railway Company, it will produce a railroad with 30,000 miles of track in 25 states and two Canadian provinces and an impressive territory to which the name Burlington is known.

The Burlington Northern forms two corridors, one south from the city and the main one spanning east and west across the river. A second line, the Rock Island, with track leaving Burlington from the north has recently ceased to function but may be utilized in part by the Burlington Northern. Freight cars cross the city on the average of 25 times daily carrying grain, coal, automobiles, and a variety of other goods.

Passenger service, which once offered 24 daily trains, has dwindled to two offered by Amtrak, linking the city east to Chicago and west to San Francisco. Now even that service is in jeopardy if the Iowa Department of Transportation persuades Amtrak to move to a northerly route across Iowa.

The economic advantage of railroads with their low energy consumption is causing renewed demand for rail service. However, this also renews conflict with the city transportation patterns. The 112-year-old railroad bridge over the river is a swing bridge which must give right-of-way to river traffic. Only one vehicle overpass for cars and trucks exists in the downtown area where the tracks cut a swath. Alternatives for solving the traffic problem date back to 1940 when architect Mies van der Rohe advised moving the tracks. A new railroad bridge and the highway overpass or track relocation are all basically economic matters which Burlington Northern officials claim must have federal or other financing.

AIRLINES. While rail service is basically freight service, air traffic predominantly carries passengers. Estimates of 9600 rail passengers in 1979 can be compared to 34,000 commercial air passengers and a predicted 52,000 by the end of the decade. Private air traffic has also increased. Ozark Air Lines once offered 12 flights a day to Chicago or St. Louis, but recent months have seen a reduction in Ozark flights. Mississippi Valley Airlines is picking up the slack and is offering service to the same two cities. Inadequate facilities are the most serious future airport concern.

ROADS. The highway network in the county serves both cargo and passengers. Burlington has ten motor freight lines with additional carriers serving the area.

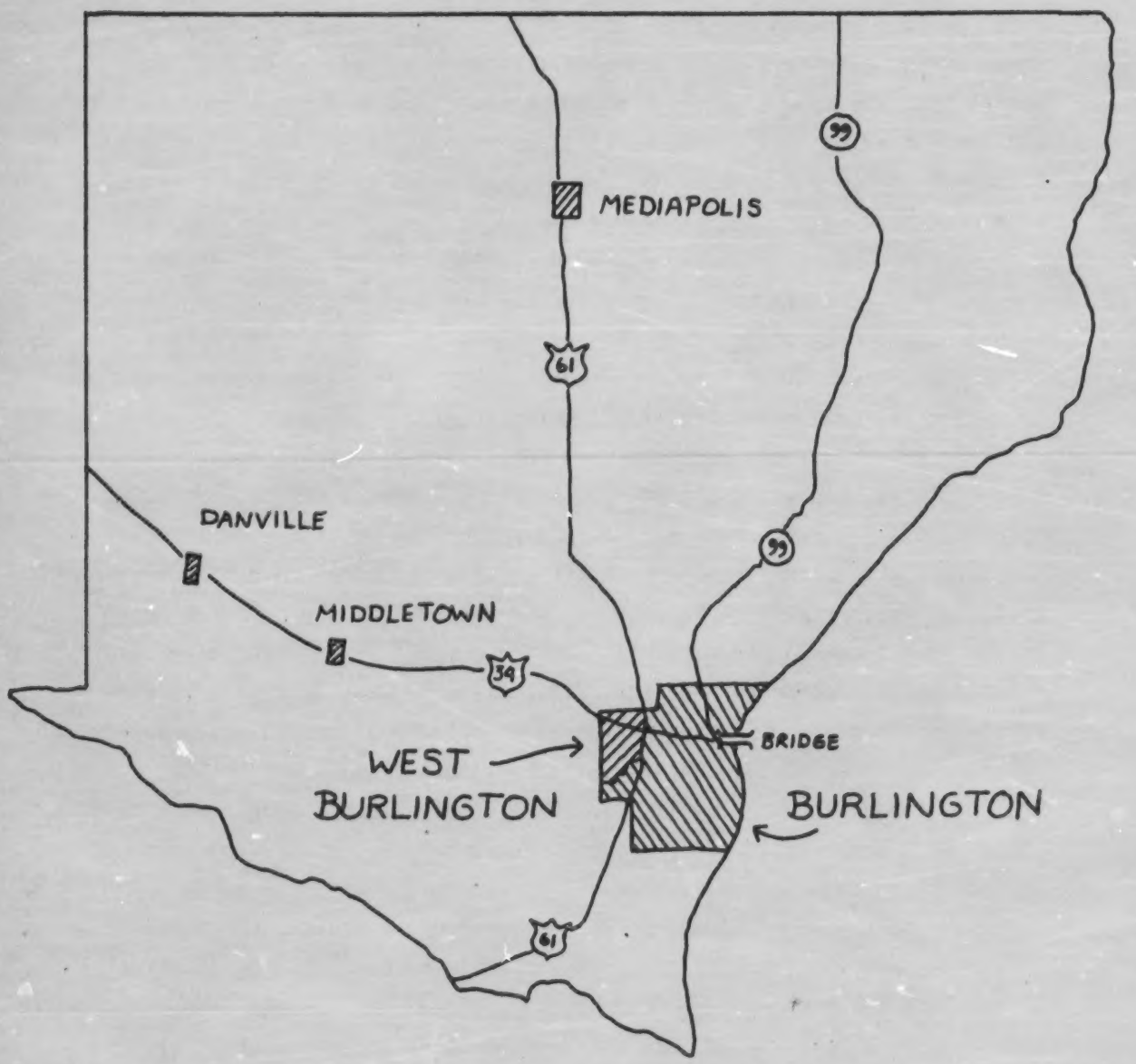
Passengers are transported in several ways. Trailways busses carry passengers to and from the area with a terminal recently relocated in Fairway Center on the western edge of Burlington. Burlington Urban Service operates between the hours of 6:00 a.m. and 6:00 p.m. six days a week, giving city service to approximately 2000 passengers daily. Regional bus systems are operated by the Area Agency on Aging, Head Start, and Hope Haven, shuttling the elderly, special students, and handicapped. A Transit Advisory Committee has recommended consolidating the services and later serving general ridership.

Automobiles and motorcycles round out the transportation picture and show no signs of decreasing in number according to vehicle registration in the county. The Des Moines County Treasurer's Office in 1978 showed 45,890 vehicles registered, while 1979 had 49,045 recorded, with the major increase being additional motorcycles and mopeds.

These vehicles use a county road network that includes two U.S. highways, two state highways, plus the paved city streets and county black-tops and gravel roads (refer to Map 2). The major artery is U.S. Highway 34 which links east-west traffic. Two-lane MacArthur Bridge brings Illinois travelers to the Iowa side where they can continue west by the four-lane 534 Freeway which terminates just west of the city, or turn south into the city. At the bridge State Highway 99 begins to wind northward along the west bank of the river. The major north-south artery is U.S. 61 (called Roosevelt Avenue in Burlington) which intersects U.S. 34 at the western city limits. City streets focus toward the city center with the terrain offering some challenges, producing dead ends and abrupt zigzags.

Transportation problems run the gamut from chuckholes and street repair caused by climatic changes to the building or reworking of street access in a hilly terrain plus the problem of an aging bridge with a life expectancy of only 10 more years. Long term interruption of bridge traffic would undoubtedly be an economic disaster for the Burlington

MAP 2. DES MOINES COUNTY HIGHWAYS



area. A recent announcement by the Iowa Department of Transportation places a new bridge for Burlington at the top of their priority list for bridges in Iowa, and a new bridge over the Mississippi River will be a reality in 6 to 15 years, depending on construction and financial considerations.

Economic Outlook

Burlington appears to maintain an economic equilibrium which will probably keep the city from widespread financial deterioration during a recession. On the other hand, it keeps the city from anticipating any surges of new growth, barring any wars and the build-up of munitions production at the Iowa Army Ammunition Plant. Fluctuations in market prices, supply and demand, and weather factors have their impact on various segments of the economy, but with the predominance of manufacturing in the area there is a more stable income base than it might be with an agricultural base. The Burlington Area Development Corporation (BADCO), a nonprofit group formed in 1971 to promote opportunities in Burlington for new and expanding industry, may offer the greatest hope for increasing the manufacturing base. Even though there are isolated exceptions in specific businesses or periods of time, conservative yet steady growth appears to be the trend of the future.

A major concern of the nation's future lies with limited natural resources. In Des Moines County that translates principally into land use. Iowa farmland has increased in value more than four and one-half times since 1970. Federal and state figures show that 90% of the agricultural products go outside the state and that the Iowa farmer feeds himself and 55 other people. The efficiency of farm operations has improved and new products and techniques have contributed to greater crop and livestock production. But there is competition for the farm land for airports, housing developments, industrial expansion, or recreational purposes. City, county, and state governments are grappling with the long-range effect of their decisions on land use while landowners deal with protecting the losses to urban encroachment as well as soil erosion.

Another conservation factor affecting the future is energy resources. The region is very dependent on outside sources for petroleum, natural gas, and coal. National attention coupled with higher costs have encouraged local residents to alter some habits of consumption and to be more considerate of personal and public energy usage, but the possible future shortages and substitute fuels challenge everyone.

Pollution also plays a role in the county's economic future, and water seems to warrant the most concern. Additional sewage treatment to meet stricter national standards has an impact for city water users as they also wonder about the 1400 other discharge locations upriver. One-third of the county residents get their water from private wells and use septic tanks, while increasing problems are resulting from older systems. Soil erosion and the resulting silt in the waterways is another problem. Waste and chemical runoffs from farms and city lawns and parks are also pollutants that must be dealt with. Economic growth must consider public health as well as financial concerns.

Rapidly advancing technology most certainly causes some problems but also can provide a challenging atmosphere for creative solutions. The computer age with its management of everything from machinery to data banks is spreading from the office to the home and has an unquestioned impact on the economic outlook. While the volume of publications on almost any general topic is doubling every 10 to 20 years, storage of and access to the material affect businesses, industries, government, and libraries alike. A primary issue is meeting the increasing information demands of our complex society; despite the diverse aspects of our economy, whether agriculture, finance, or commerce, they all are completely dependent on information as a necessity for advancement.

GOVERNMENT

Burlington is the county seat of Des Moines County and due to its location and status in southeastern Iowa is also a regional center of government activity at the state and federal level. Local state offices include the Southeastern Iowa Regional Planning Commission, Department of Revenue, Social Services, Job Service, and Department of Transportation. Federal agencies represented in Burlington are the Agriculture

Department, Small Business Administration, Social Security, and Internal Revenue Service among others. In regard to the citizens of Burlington and Des Moines County, however, the most direct forms of government are those that govern the municipality, the county, and the school district.

City Government

Burlington has a commission form of city government in which five commissioners are elected at-large without party affiliation for a two year term; the five departments are: mayor, finance, parks, public safety, and streets. The mayor has general administrative and supervisory duties while the other four commissioners become executive heads of city departments. The five positions are considered full-time administrative positions with salaries determined by the commissioners. Each commissioner including the mayor has one vote, and the mayor has no veto power.

Without a doubt the most controversial political issue in Burlington in recent years has been the debate over the most appropriate form of city government. The commission form of government was adopted in Burlington in 1909 and replaced by a city manager plan in 1967 in a popular election that was extremely close. Proponents of the two plans were highly vocal, and when the city manager plan was initiated in 1968 the opposition was still unconvinced about the merits of this type of government.

In the ensuing years the city manager plan was criticized for excessive budgets, an overreliance on outside consultants, and lack of communication with the average citizen. In 1974 another election was held (after a mandatory six-year trial period) bringing a return to the commission form, which was reinstalled in 1976.

The form of government is still a highly disputed issue and there is every indication another vote on the form of goverment will take place in the next two years. Opponents of the commission form complain no organizational distinction exists between the legislative and executive functions, the commissioners elected generally do not have the expertise required for modern government, and the very structure of the government leads to divisiveness among the commissioners.

Although the future form of Burlington's city government is unpredictable, it is interesting to note the lack of interest in a mayor-council plan which is the most predominant form of government in Iowa municipalities. Only five cities in Iowa have a city commission, and on a national basis only 6.3% of cities in Burlington's population range have selected the commission plan, with 37.6% using mayor-council and 56.2% using manager-council.[10]

Of relevance to the library, as well as other units of government, it should be noted that the successive changes in government, accompanied by the prolonged political debate, cause a period of confusion and lack of direction in the continuity of municipal services.

County Government

Des Moines County offices are governed by a board of three supervisors, elected at large and with party affiliation, to staggered four year terms. Each supervisor has one vote on the board. The supervisors have both legislative and executive powers in their role as administrators of a wide range of basic county services, including tax collection and disbursement, oversight of the district court and the offices of the sheriff, assessor, and auditor, and they control a variety of programs from road maintenance to social services.

The supervisors' positions are somewhat archaically considered part time efforts and they receive compensation accordingly, even though most supervisors have worked full time or nearly so in recent years. With 16,016 voters registered from Burlington and 8,295 in the rest of the county it is obvious that the Burlington vote could easily exclude county candidates, although this has not been the case. The representation has been mixed in recent years. At present the board has two supervisors from the county and one from Burlington, since voters tend to favor individual qualifications over city-county residency. Many citizens tend to view county government as somehow not involving the city, when actually almost every aspect of county government applies equally to city and county with the exception of county roads.

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[10] Municipal Year Book 1979 (Washington, D.C.: International City Management Association, 1979) p. 98.

Partisan politics begins at the county level and should be mentioned at this point. The county registration figures currently list 9520 Democrats, 5320 Republicans, and a substantial 9167 independents[11], indicative of recent national trends in voting patterns. The Democratic party has been dominant in the county in the last decade but recent inroads have been made by the Republican party; as a result, elections are becoming less predictable, especially when the independent voters are added to the political picture.

School District

The Burlington School District is governed by a school board consisting of seven members; elections are held annually for staggered three-year terms. The school district is quite large, encompassing Burlington and its immediate area, and reaching seven miles westward to include the city of Middletown.

Many people do not think of the school board as a unit of government in the same way as they view the city and county governments. Yet school board members are elected by popular vote, have authority to levy substantial taxes, are responsible for a budget that exceeds either the city or county budgets and use the greatest share of local property taxes (as developed in the following section on Taxation).

Taxation

Concern over taxation, especially regarding the property tax, is an important issue and highly relevant to the library as a government agency supported to a great degree by local taxes.

To place the tax picture in perspective it is necessary to begin at the state level. Iowa is a completely average state in overall taxation, ranking 26th of the 50 states in state and local tax burdens in 1977 with a figure of $749 per capita. This can be compared to the first place state Alaska at $2,296, and the last place state Arkansas at $494 per capita[12].

Regarding the property tax alone, Iowa citizens pay slightly more than the national average but are very close to the Midwest average. In Iowa the property tax accounts for 38.8 percent of the total state and

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[11] Des Moines County Auditor's Office, April 1980.

[12] The Quality of Life in Iowa (Des Moines, Iowa: Iowa Office for Planning and Programming, 1979), p. 6-8.

local tax sources, compared with 35.6 percent nationally and 37.9 percent in the midwest.

At the county level the tax rate is quite high in Des Moines County, which ranked tenth of Iowa's 99 counties in 1978 with an average property tax of $28.61 per $1000 of assessed valuation. This compares with a state average of $24.60, the average rural resident paying $19.21 and the average city resident paying $29.88[13]. Taxes vary within Des Moines County depending on the location of the residence, the greatest difference being in the amount of taxes required by the local school district, smaller rural districts requiring less money than larger city districts. Although residency in unincorporated areas was considered a method of reducing taxes in the recent past, this difference is becoming smaller due to increasing road taxes and the cost of other county services.

The most controversial and misunderstood method of taxation is the local property tax. Perhaps because this form of taxation is assessed and collected at the local level it is the easiest to criticize, and this has caused changes in our tax structure as a result. A reduced reliance on the property tax for local government actually began years before the Proposition 13 turmoil in 1978. Table 19 illustrates this point, showing the decreasing percentage of property taxes making up the entire state and local tax burden in recent years.

TABLE 19. IOWA PROPERTY TAX AS A PERCENTAGE OF TOTAL STATE AND LOCAL TAXES, FISCAL 1970-1977

YEAR	PERCENT OF PROPERTY TAX
1970	48.8
1971	49.8
1972	46.1
1973	43.8
1974	39.7
1975	41.2
1976	39.6
1977	38.8

Source: Iowa Office for Planning and Programming

[13] Iowa State Comptroller's Office: April, 1980.

This does not mean, of course, that the property tax has been lowered during this period, but rather that the property tax burden has been decreased relative to the rapidly increasing state income tax, outlined in Table 20.

TABLE 20. IOWA STATE INCOME TAX AS A PERCENTAGE OF TOTAL STATE REVENUE, FISCAL 1970-1977

YEAR	PERCENT STATE INCOME TAX
1970	30.0
1971	28.1
1972	36.4
1973	39.2
1974	39.9
1975	41.4
1976	41.1
1977	41.8

Source: Iowa Office for Planning and Programming

In essence the tax burden has moved from the local to the state level, the major increase in state expenditures being in the areas of education and welfare. For example, in 1977 the state of Iowa directly paid 41 percent of the operating costs of our public schools as opposed to only 16 percent in 1966.[14] Pressure to reduce property taxes has led to higher state taxes, with no actual benefit in overall tax reduction.

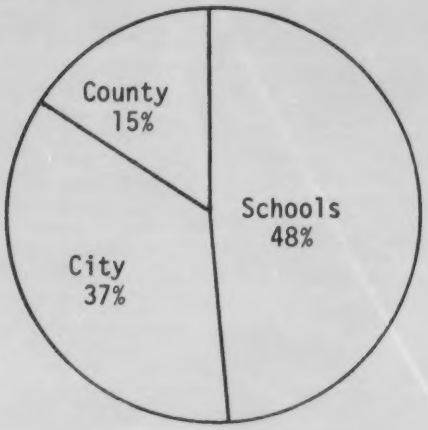
The share of property taxes contributing to city revenue is also misunderstood: the city of Burlington received only 29.3 percent of their total revenue in the form of property taxes in fiscal 1979-80, with state revenues, federal and state grants, charges for city services, and miscellaneous sources accounting for the remaining 70.7 percent of city revenue.

Of all property taxes collected in Des Moines County in 1978, 48 percent went to the schools, 37 percent to the city government, and 15 percent to the county government as shown in Table 21. A comparison

[14] Steven D. Gold, A Citizens Guide to Local Government Finance (Des Moines, Iowa: Drake University Press, 1978), p. 79.

of total general fund budgets for 1979-80 is as follows: Burlington school district $14,050,000 with 40 percent derived from property taxes; Burlington city government $13,256,332 with 29.3 percent derived from property taxes; and Des Moines County government $8,931,404 with 43.1 percent derived from property taxes.

TABLE 21. DISTRIBUTION OF DES MOINES COUNTY PROPERTY TAXES COLLECTED IN 1978



Source: Financial Report of Des Moines County, 1979.

SOCIAL AND CULTURAL PROFILE

Communication

To ascertain the primary sources of news or current information in the community, an in-house library survey and a survey of local high school students was used. The survey sample included 269 library users age 12 or older, and 381 high school students representing the five county schools, 10 through 12th grades. Their responses, shown in Table 22, indicate that television is a first choice overall, and while many use more than one source, the teens picked the radio as a second choice, and library users picked the newspaper.

TABLE 22. SOURCES OF NEWS

GROUP SURVEYED	TV	RADIO	NEWSP.	MAGAZINES
All Library Users	36%	23%	32%	8%
High School Students	35%	33%	21%	10%

Source: Burlington Library Survey

TELEVISION - Television is undergoing a major change for area viewers. One year ago reception was limited to seven channels, including an educational channel, the closest station being 60 miles away. However, announcing that Burlington has become a "mecca" for television viewing, developers recently have set up a cable TV system and a multipoint distribution system.

CATV of Burlington will offer 30 channels, not only improving the variety of programs but also adding the potential for locally originated programming. The system is currently being installed for subscribers in the cities of Burlington and West Burlington only, although it may later expand to the surrounding area. Installation is scheduled for completion in late 1980 at which time an active public access return cable will be available. One channel for city government will have access points at City Hall and the Library.

Winegard Company has set up a multipoint distribution system, Images TV 5, which depends on a microwave receiver antenna at the subscriber's house. Transmission of the 24-hour single channel programs can reach receivers in a 15 to 20-mile radius of the city. Programs of local origination are expected to begin shortly as a supplement to other programs.

RADIO - Three local stations serve listeners -- two AM and one FM. KCPS-AM describes itself as a "cross-country" station with 60% adult contemporary music and 40% country music. The station operates on a flexible daylight schedule from 6:00 a.m. to sundown.

KBUR and KGRS are sister stations and both are on 24-hour broadcast schedules. KBUR-AM programming includes 60% music, described as "middle-of-the-road" and 18% news, with sports, farm news, and general interest programs consuming the other time slots. KGRS-FM programming is basically contemporary music (top 40) with a target audience of age 18-35.

NEWSPAPER - Survey respondents indicated that newspapers are read regularly by 85% of all library users and 70% of the high school students. The major local daily newspaper is the Burlington Hawk Eye, Iowa's oldest newspaper, and it was the choice of over 95% of the readers. The Hawk Eye circulates 21,500 copies, 11,000 of those to residents of Burlington and West Burlington; the Sunday edition goes to an additional 5,000 subscribers.

The Des Moines Register has a strong readership in the county and is the Hawk Eye's major competitor. The Mediapolis New Era and the Des Moines County News have weekly editions for the Mediapolis area and the West Burlington, Middletown, Danville communities respectively.

OTHER - A weekly Shoppers Spree, delivered house to house, is aimed at local sales and services, and Midwest TV Show Time, edited locally and distributed through downtown stores, gives information on all TV network programs weekly.

The formal communication systems are also supplemented by less formal methods which include the billboards dotting the city, sirens or whistles of varying sorts, bulletin boards in the supermarket or posters in store windows, and of course the postal system and telephones. Individual contacts tend to center more around business and professional sources rather than the neighbors, although May through September brings people outside for some updating on neighborhood news.

Arts

ART - The Burlington Area Arts Council (BAAC) and its 20 member groups represent the coordinated effort toward cultural advancement in the area, setting up and distributing a quarterly calendar of events for the public, including most artistic events and programs in Burlington and nearby communities, colleges, and universities.

The Art Guild of Burlington has restored the old German Methodist Church, built in 1868, and turned it into an Arts for Living Center, securing its placement on the National Register of Historic Places. Rotating exhibits in the gallery are supplemented by workshops, classes, lectures, traveling artists, and a gift shop featuring all forms of creative crafts and fine arts by local artists. Because of concern over the lack of organized art instruction in the elementary schools, the Art Guild conducts miniclasses for students after school at the Arts Center. A lending library of books, magazines, and publications is part of the Center. An annual Snake Alley Art Fair out-of-doors draws visitors and artists from a wide area. It should also be noted that several homes in the area have extensive private art collections.

MUSIC - The Civic Music Association schedules nationally known musicians and dancers for four concerts annually. The Southeast Iowa Symphony, Bel Canto Chorale, and Municipal Band draw primarily on local talent for

their performances. School and church musical presentations attract local community attention around the county. The American Music Festival in conjunction with Steamboat Days also focuses on folk, jazz, and other musical forms of American origin.

DRAMA - Player's Workshop is the focal point of amateur dramatic talent with a permanent "Little Theatre on Grove Street," which presents four plays a year of professional quality. High school and community college productions supplement the drama offerings but a lack of suitable facilities has hampered the theater arts.

MUSEUMS - The Des Moines County Historical Society actively promotes the heritage of the region. Under its direction the Apple Trees Museum, Phelps House, and Hawkeye Log Cabin have regularly scheduled hours for visitors. Tours of the various 19th Century homes can be arranged through the Historical Society or Chamber of Commerce.

LECTURES - The Rand Memorial Lecture Series is named after a local resident, Charles Wellington Rand, who died in 1900. He established a trust for the purpose of providing for free lectures in the community on a variety of topics. Currently the board of three trustees plans for one guest speaker a year and may co-sponsor other lectures of community interest. In addition, the Kiwanis Travelogue Series attracts a large audience of listeners and viewers during the year, and the Freida Haffner endowment pays the expenses for several nature lectures annually.

DANCE - There is limited exposure to dance as an art form in the area with the exception of ballets scheduled through Civic Music and programs sponsored by BAAC. Dance studios plan public performances to showcase their talent, the YWCA offers beginning ballet for children, and the more popular dancing -- disco, ballroom, square dancing, and clogging -- is available for participation throughout the area.

OTHER - Residents desiring more variety and greater frequency of art programs may travel to concerts at the University of Iowa or attend performances at Iowa Wesleyan College, Mt. Pleasant, or Western Illinois University in Macomb, Illinois. The Art Guild and BAAC also schedule trips out of the area which make available cultural enrichment opportunities in such large cities as Minneapolis, St. Louis, and Chicago.

Religion

The influence of religion in the life of this community has been strong since 1834 when the Methodists organized in the fledgling community and in 1838 built Old Zion, the first church building in Burlington. In the 1840's a strong Catholic element began developing among the Irish and German contingents. The Congregationalists called William Salter as their first leader in 1846. His pastorate in Burlington lasted sixty four years, with his influence being felt widely among all denominations and residents.

Today 61 churches representing 29 denominations are scattered through the community and include 56 Protestant, 4 Catholic, and 1 Jewish congregations. Nearly half the churches indicate they are growing in membership while most of the remainder are remaining stable.

Sports

The spectator or the participant alike can choose from a variety of activities in all seasons in this sports-minded town. The Burlington Bees, a minor league club affiliated with the Milwaukee Brewers, offer professional competition in the Midwest League. Numerous ball diamonds dot the city to provide for amateur baseball and softball leagues or impromptu players who enjoy the game in the warmer months. Golf, tennis, swimming, fishing, boating, and bicycling all have their local devotees.

Football kicks off the fall sports season as many fans follow local high school teams and closely follow the teams at the universities of Iowa and Iowa State. Hunting attracts many outdoorsmen to the area before winter snow bring out the ice skaters and cross-country skiers. Basketball, wrestling, and volleyball are the major competitive indoor sports, with the Southeastern Community College Blackhawks often competing in national junior college basketball tournaments. Bowling also enjoys much local attention, the YWCA reports growing interest in gymnastics, and racquetball has captured a number of participants recently along with an unknown number of joggers and regular visitors to Burlington's numerous parks and school playgrounds.

Groups

Many people develop strong ties with those who share their same occupational, recreational, political, religious, hobby, or social interests. The loyalties, prestige and even rivalries are all part of the community fabric in which some choose active participation and others prefer no involvement.

For the purpose of analyzing local groups and their functions the Chamber of Commerce "Organization List" was used as a basis. Definition of what constitutes a group and how each should be categorized sometimes presented problems, but for purposes of this study all labor unions, political parties, and groups representing one church were eliminated. From this criteria 214 clubs and organizations were identified, then classified as Internal Interest Groups (aimed at their own group interest) and External Interest Groups (service-oriented groups). The next step was to categorize them by interest (Table 23). Of the 143 Internal Interest Groups the greatest number are social and issues/study groups. Health/charity groups dominate the 71 External Interest Groups.

TABLE 23. INTERNAL AND EXTERNAL INTEREST GROUPS

INTERNAL INTEREST GROUPS	NUMBER	EXTERNAL INTEREST GROUPS	NUMBER
Social	50	Health/Charity	33
Issues Study	42	Service	21
Cultural	17	Commercial	5
Hobby	11	Environmental	5
Recreation-Active	7	Political/Issue	4
Religious	6	Volunteer	3
Recreation-Passive	5		
School	5		

Source: Burlington Library Survey

To find out more about the organizations a survey was mailed to which 50 responses were received from a cross-section of the groups. Based on these returns it was learned that the groups vary in size from 4 to 1200, with an average of 129 members. More than half of the organizations meet on a monthly basis, with Tuesday being the day selected most frequently for meetings. A variety of places are used for their gatherings with 40 indicating their location (Table 24).

TABLE 24. GROUP MEETING LOCATIONS

LOCATION	NUMBER
Restaurant	10
Private Home	8
Building Owned by Group	6
Government Building	6
Hospital or Health Center	3
School	1
Church	1
Bank	1
Other	4

Source: Burlington Library Survey

Program planning ranges from formal to loosely structured. Outside sources of information are used by 60% of the groups in program planning while many depend on state or national headquarters for programs. In response to a question concerning use of outside speakers the following replies were received: ALWAYS 4%; FREQUENTLY 23%; OCCASIONALLY 52%; NEVER 21%. Nearly half have programs, speakers, or displays available to represent their group; however, the only formal listing of available resources is the Chamber of Commerce speaker's list from business and industry, plus film lists available through Iowa Southern Utilities, Northwestern Bell Telephone, and J.I. Case Company and other agencies.

Leisure Activities

Watching television is the number one American leisure activity and area residents of all ages are no exception. Library users indicated that 93% had watched television the previous week while 98% of the high school students had viewed at least one program. Library users watched an average of 15 hours per week while the teen watched closer to 20 hours per week.

A nationwide survey of adults noted the following popular leisure activities in addition to watching television: listening to the radio, reading, listening to music at home, fixing things around the house and other social activities.[15] This list compares to a survey of local high

[15] "Harris Survey of Leisure Activities of Americans," Chicago Tribune, January 1, 1979, Sect. 3, p. 4.

school students and their leisure time activities: listening to records, watching television, part-time work, sports/exercise, driving around, conversation, reading, and "hanging out." Reading is prominent on both lists.

Many of the activities described previously under "Culture," "Sports," and "Groups" are interests that may consume individual attention as a hobby as well as encouraging group participation. There are also household or personal management activities -- grocery shopping and food preparation, clothing purchase or construction, household upkeep or improvement, automotive attention, exercising or beauty routines -- which for some are creative outlets and for others a necessary drudgery.

If we look at the attractions which draw people away from home we see eating-out as a popular activity, in a variety of fast-food restaurants or those with a more formal atmosphere. Local taverns and lounges have always been popular with a large number of the working people. Private parties and dinner parties are also popular past-times. Picnics in one of Burlington's ten public parks are a favorite summer activity, and camping is popular both locally and by those who wish to travel to other areas in Iowa or other states.

The days of the Opera House and its shows running the gamut from grand opera to burlesque are past, but one outdoor and three indoor movie theaters, and one adults-only movie house have regular film entertainment. Live musical entertainment is provided at several local establishments on weekends while others feature recorded music for dancing. Frequently scheduled disco dances at the Auditorium are aimed mostly at teens. Roller skating, pinball machines, pool, bowling, and miniature golf are other options, as well as the more adult-oriented massage parlors which have caused some concern among city officials. Tractor pulls and auto racing attract other followers.

The Ringling Brothers, Barnum and Bailey Circus no longer stops at Burlington but Steamboat Days attracts many to the riverfront activities every June. The Des Moines County Fair in August draws primarily the rural residents, while the smaller communities each have their local summer festivities.

Teens and many younger adults complain that there is nothing to do in Burlington. The high school students surveyed had many suggestions as to what was most lacking, including those who were concerned about "old-fashioned fun" and "alternatives to getting drunk or high" while avoiding things that "cost an arm and a leg." By contrast someone in the middle-age bracket who participates in a variety of activities observed: "There is something going on almost every night and you often have to choose between several things on the same night."

Pride, Character, and Power

From the previous profiles there are certain high points and items which cause special pride in the community. Individuals may select different favorites but from the surveys and discussions some things stand out. In addition a certain insight is gathered about the community character and the sources of underlying power.

The scenic beauty is something that many take for granted while others rave about it, especially the views of the island-dotted Mississippi River and the immense curve to the north of Mosquito Park. The parks draw praise from young and old alike and certainly attract wide-spread acclaim for the "City of Beautiful Parks." Of particular esteem is Crapo Park as a nationally famous arboretum with its variety of trees, nature trails, and other natural attractions. Snake Alley is included on most tours of the city as it makes five sharp curves downhill in one short block and was mentioned in Ripley's Believe It or Not as the "crookedest street in the world." The downtown Steamboat Mall makes a favorable impression on visitors arriving by water. Geode State Park draws praise for its wooded setting and lake located twelve miles west of the city.

Those with an appreciation of Burlington's history enjoy the stately old homes and the mixture of architectural styles along with the museums, library, and the city auditorium. The churches and their steeples, particularly St. John's Catholic Church perched on south hill, dominate the community landscape. Pride also runs strong among families who are descendants of early settlers.

The variety of churches and the many civic organizations or clubs are pointed out as a sign of pride among the residents. The support of fine arts, education, and the many provisions for senior citizens are frequently mentioned.

In the economic sector the opening of Westland Mall showed a step of progress that some residents have lauded while others complained it drew too many retail customers from the city's downtown shops. The Pzazz entertainment complex and Holiday Inn's expanded facilities speak well of the community to residents and visitors alike. The many industries which carry local products around the world as well as the agricultural land are also cause for the Burlington area residents to pat themselves on the back.

The people themselves offer such a variety of tones, textures, and contrasts that describing the "community character" becomes a bundle of contradictions. Newcomers affirm that it is a friendly area but they are also cognizant of a cliquishness among the "old-timers" which is difficult to penetrate. The industrious, hard-working people take pride in their work but also exhibit a lack of community involvement, leaving decisions to be made by others more from apathy than insight or allow themselves to be swayed by the strong voices of a few citizens. Some find that signs of progressivism are evident but most label the community as innately conservative. The pace is slower than in the frenzied metropolitan areas, but as one observer mentioned, "It gives time to think and enjoy friends." Politically, what was a strongly Republican county twenty years ago has now swung to a Democratic Party advantage, but with recent signs of increasing conservatism.

The bulk of the power in the past seems to have been held by the "old Burlingtonian network" of merchants and individuals with inherited money, but local industries and financial institutions are emerging as the new sources of influence. Frequent mentions of the sources of local power have identified the railroads, labor unions, senior citizens, agriculture, the Hawk Eye, and certain ephemeral special-interest groups.

Burlington does not pretend to be all things to all people and will continue to bring lasting pleasure to some while others choose to move on and never return. It is in some ways unique from every other city of its size and in other ways surprisingly similar. Perhaps a comment from a senior citizen summarizes the predominate attitude of the Burlington area: "When you're younger, you think nothing's here and you want to get away, but when you're old, it's nice to have a place where you feel safe and secure and quiet."[16]

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[16]"Three honored for church contributions: Geraldine Brown," Hawk Eye, May 11, 1980, p. 9.

INFORMATION RESOURCES OF THE COMMUNITY

Educational Resources

To supplement the curriculum and provide a variety of learning materials for both students and teachers, each state-approved educational institution in the county provides centralized library services. The modern school librarian is a media specialist who draws not only on books, magazines, and other printed material but also filmstrips, recordings, videotape, and other forms of nonprinted media. Most facilities go by the name "media center" or "resource center." Local school districts have the major responsibility for providing these services but area education agencies also augment the programs.

Area Education Agency 16 provides special services for the school districts in a three and one-half county area from its headquarters in Ft. Madison. Two-thirds of the AEA budget is for special education services while media services and other educational services receive the remaining one-third. The Media Services division receives more than $12.00 per pupil from state aid of which $3.50 goes for materials, 75% of which is for films and other nonprinted items. The central collection contains approximately 40,000 books (14,000 titles), 3,000 16mm films (2,200 titles), and other media. Delivery is made to the schools twice weekly supplying teacher and student requests. Two professional media specialists coordinate the library services.

Each public school building and Catholic school in the county has a centralized library and a minimum of one part-time aide (Table 25). There is no administrative level media coordinator for the Burlington schools and training of library aides is left to AEA personnel. Library instruction varies from building to building but most is done on the junior high and high school level.

Collection size in each library ranges from 1500 volumes up. Expenditures for school library resources vary widely across the county with an unparalled low in the public schools of $2.27 per pupil in the Burlington elementary schools.

TABLE 25. SCHOOL LIBRARY SERVICES 1979-80.

DISTRICT	STAFF	ENROLLMENT	LIBRARY BUDGET	PER PUPIL
Burlington				
Elementary (11 schools)	Part-time aide in each	3,082	$7,000	$2.27
Apollo	1 librarian	975	2,900	2.97
Horace Mann	1 librarian	378	1,700	4.50
James Madison	1 librarian	365	1,700	4.66
Oak Street	1 librarian	405	1,800	4.44
High School	2 librarians	1,506	7,000	4.65
Danville				
Elementary	1 aide	299	$2,500	$8.36
Jr Hi - High School	1 librarian	285	2,500	8.77
Mediapolis				
Yarmouth Elem.	1 aide			
Mediapolis Elem.	1 aide	1,048	$5,100	$4.86
High School	1 librarian 1 aide			
West Burlington				
Elementary	1 aide	244	$1,800	$7.38
Middle School	1 aide	163	1,000	6.13
High School	1 librarian 1 aide	175	2,000	11.42

Source: AEA 16 Administration Office
Burlington Community School District

Guidelines for the development of library/media centers in Iowa schools give standards for the various areas of development including staff, basic collection size and budget. Based on a percentage of current state average per pupil cost the minimum phase recommends local expenditures of approximately $15.00 per pupil for library materials.[17]

Most districts rely heavily on AEA 16 for films, but the buildings must have their own equipment. Burlington High School has a full-time audio-visual professional and one aide, with a television studio and other extensive production facilities. All buildings have video-tape equipment.

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[17] Plan for Progress...in the Media Center: K-6 (Des Moines, Iowa: Iowa Department of Public Instruction, 1979) p. 17.

Teachers depend on AEA 16 for printed supplementary materials although many use the Public Library where they are given special long-term borrowing privileges. Some take class groups for tours of the library, particularly in the spring when first through sixth graders average two to three tours per week. High school class groups use the Public Library at other times for research assistance but most use the library on an individual basis.

The preschools have very limited resources, if any, at their location. They are frequent users of the Public Library Children's Department both for children's usage and teacher resource materials.

Southeastern Community College has its main library at the North Campus where it has a 25,000 volume collection with two professional librarians, one aide, and other student assistants, and a separate audio-visual department with one professional staff member and an aide. The library and AV services are open for community use during their regular hours. (See Appendix A.)

SCC belongs to an interlibrary loan cooperative with ten area colleges called SIAL (Southeast Iowa Academic Libraries). The library subscribes to 230 periodicals and has several specialized indexes as well as being a depository for state documents. Student orientation is conducted in the library during the summer before students begin classes. Other instruction is given upon teacher request. Some high school classes also go to the college for orientation.

There is much sharing of information between SCC and the Public Library. However, there is little exchange with school librarians except between staff members through the Des Moines County Librarians Association.

Religious Resources

To ascertain the religious resources in the community a questionnaire was sent to the churches. Much of the following information is based on responses from the 40% returned. Of those responding, 88% indicated that they provide a church library for the congregation, but only 40% have designated librarians. Some of the church libraries are well-organized, following the suggestions of a trained librarian or procedures recommended by national church library association standards. Other libraries are a collection of books, often a pastor's personal resources, that are available for church members to borrow. Some are housed in separate library quarters while others are on the wall of a room used for other purposes or stored in a closet.

Churches were asked whether or not they had experienced an increase or decrease in various programs over the past five years. Declines in recreation and community activities were noted by three churches with no other significant declines observed. Increases had occurred in more than half the churches in the areas shown in Table 26.

TABLE 26. GROWTH OF RELIGIOUS PROGRAMS

PROGRAM	PERCENT OF CHURCHES NOTING GROWTH
Counseling	76%
Religious Education	67
Adult Education	64
Audio-Visual Resources	58
Reading of Religious Materials	54
Family Life Training	54
Devotional and Worship Services	54

Source: Burlington Library Survey

Slightly over half of those responding used the Burlington Public Library for church-related information and three-fourths of those were able to find enough information. Reactions on library service were mixed. Some indicated that they should take time to use the library more often, others indicated they found limited information in the library and felt the religious section should be expanded, while still others indicated that they would not use it even if more religious materials were available. Some use it basically for nonreligious materials. Others make use of films on various topics and suggest expanding the religious record and tape collections.

Recommendations from the survey of churches as well as the general public were made to expand the inspirational book selection and to add more Bible translations and Bible commentaries. As one pastor pointed out, even if he does not use the public library for religious reading and other materials he knows that many of his parishioners do.

Health Resources

Frequent ambulance sirens are a constant reminder that the Burlington Medical Center (BMC) is located in downtown Burlington. The newly remodeled and expanded facilities have a staff of over 900 members, 70 physicians, and 290 volunteers making Burlington an area of high-quality health care.

Medical knowledge is one of the most rapidly changing areas of information but the Hospital Library maintains a current collection of books and journals. Additional resources may be borrowed from the State Medical Library in Des Moines or the University of Iowa Medical Library in Iowa City. A library committee composed of representatives from the medical staff, department of nursing, special units, and the administration make recommendations for purchase and establish guidelines for the librarian. Because of its technical sources the collection is primarily for doctors, nurses, and student nurses, but some patients, their relatives or community residents use the library facilities and appreciate the items written in laymen's language.

An average patient is in the hospital 6 1/2 days and is often not interested in reading according to the public relations department, although a small paperback collection is available for those requesting such material. The service is publicized in patient information brochures and by the patient representative. Magazines and books are also available for purchase in the hospital gift shop and the Burlington Library is one block away.

The Klein Unit of BMC is predominantly an intermediate care facility, thus having longer term patients. A collection of books at Klein's includes paperbacks and books in large print. Some patients who have exhausted the 400-500 titles there borrow from the Public Library.

Public health services are administered primarily by county funds and cover a wide range of activities including sanitation, nursing, and health education. Much of the needed informational material is available locally or is accessible from Iowa State University but some personnel agree that health information for the public is fragmented. Information on certain topics such as social diseases, teen-age pregnancy, and diabetes could be available at the Burlington Library when time or professional contact is insufficient.

In addition to the personnel affiliated with the BMC and County Health Services the community has a wide variety of health professionals and support staff in their own offices or clinics who rely predominantly on their professional associations for information. Health-related associations and support groups for laymen also obtain information and make it available to the public, but reaching those who need the information may be difficult. The library can best serve these professionals by providing information to the public. The BMC has a closed circuit TV system with capacity of producing programs locally, and although most of the programs are for in-house use some exchange with the Burlington Library could take place if the equipment were available.

Business Resources

When individuals come to the library or use the telephone reference service they are rarely identified as representing a group whether it be social, religious, business or other. Therefore it is difficult to know how frequently the library does serve businessmen without knowing it.

To try to determine library usage by business and industry in the Burlington area the survey method was decided upon and questionnaires were distributed randomly to Chamber of Commerce members. Returns numbered a disappointing 5% of those mailed. From that response it is difficult to determine the extent of the use of the Public Library.

The survey responses received represented 9 service, 3 professional, 3 trade, 4 manufacturing and 2 other business categories. Approximately one-third of those responding indicated that there was a library at their company but no estimate of size was reported. Nearly one-third indicated that their company had specific employees who customarily gathered information for the firm but no full-time personnel in charge of the company library was indicated.

More than half of the 20 responding had used the Burlington Public Library for business information and 90% indicated that an approximate date of usage had been in the previous six months. When asked if they had been able to find enough information 90% of the users responded affirmatively. All those who used the library for business reasons used it as well for personal information. In addition more than half of those who didn't use it for business did use the library for personal reasons.

Information resources were ranked by frequency of use and resulted in the preferences shown in Table 27.

TABLE 27. BUSINESS INFORMATION RESOURCES

RESOURCES IN ORDER OF PREFERENCE
1. Government Regulations
2. Statistics (economic, population, etc.)
3. Marketing
4. Management
5. Scientific/Technological Research
6. Taxes/Accounting
7. Investment
8. Labor Relations
9. Other
10. Standards and Specification
Source: Burlington Library Survey

The types of publications which are used most frequently are: 1. trade and professional publications, 2. directories, 3. current newspapers and periodicals.

If the respondents needed outside sources of information they indicated the contacts listed in Table 28.

TABLE 28. SOURCES CONTACTED FOR OUTSIDE BUSINESS INFORMATION

CONTACTS IN ORDER OF PREFERENCE
1. Trade or Professional Association
2. Colleagues in Similar Business
3. National Headquarters of Company
4. Chamber of Commerce
5. Lawyer/Accountant
6. Public Library
7. Government Agencies
8. University Professors
9. Job Service
Source: Burlington Library Survey

Use of the public library indicated that reference books, newspapers, and current and back issues of magazines were those services used most frequently. From those who commented it appears that most businesses purchase whatever they need to have available. Others indicated that more awareness of what is available at the library would help. Another encouraged continuing the excellent telephone reference information services.

From the survey response and discussions with businessmen the prevailing attitude seems to be: "It's nice to know you're there in case we ever need you." On the other hand there was encouragement to contact more businesses from one who commented after an interview: "This is the first time I've ever seen a library do anything besides say to the community, 'Here we are. Come use us!'"

A study of other communities' library services to the business and industrial community discloses a constant debate. The concensus is that there is a need for expanded service but often no real demand. Many insist that improvement of other library services should take precedence over service to select groups such as the large industries or the small businesses. Others point out the value to the library of offering service to businesses in order to contribute to the economic prosperity of the area from which it receives tax support.

Government Resources

The diversity of government offices in Burlington provides an important information resource for the community. These government offices provide answers to individual citizens, but because of their confusion about services or hesitancy in contacting these offices, people frequently come to the library for government-related information. In addition to national and state information the library has available as many of the local agency's reports as are sent to it or are requested.

The only special library of any size associated with government is the Des Moines County Law Library located at the Court House. This primarily serves lawyers who are involved with the judicial system but the public may have access to the collection, which includes supreme court records of the states and the United States, treatises and special legal reference sources. A trust fund from a former judge provides some of the money for the law library which has been supplemented by tax money and lawyer donations.

Because of the variety of functions within the three main branches of government and the various departments it is difficult to generalize how the Public Library can serve them better. The legislative branches locally do not seem to use fact-finding as a primary method in decision-making although various citizen's committees do request assistance for that purpose. As mentioned previously, the judicial branch maintains their own resources. Several individuals in the executive branch mentioned the need for more "prevention education" although their hands are often tied by reason of time and money to carry out such programs. They would encourage the library to take an active role in crime or welfare prevention while admitting that those who need it most are probably not library users or might be frightened to ask for information. Reaching into the community where the information is needed would take careful planning and cooperative effort.

III. THE LIBRARY

HISTORY

The Burlington Public Library is one of the oldest public libraries in the state of Iowa, dating back to a subscription library that opened on November 20, 1868. The initial collection of 2,104 books was made possible by a gift of $5,000 from Senator James W. Grimes, a United States Senator from Burlington. Other prominent citizens responsible for the initial support of the library included Rev. William Salter, a pioneer minister, and a number of local civic and business leaders including Henry W. Starr, Charles E. Perkins, and later Philip M. Crapo.

The library had financial difficulties but managed to survive until 1885 when city residents voted to support the library through local taxes and the name officially became the Burlington Free Public Library.

At this time the library still occupied a rented room. The board of trustees, led by Salter, began to consider a library building. Crapo, who was a trustee at the time, led the drive for the building and pledged $20,000 to the building fund. With other donations, and a levy for the building approved by the city, adequate funding was secured; construction of the building began in 1896 and the new library was completed on June 29, 1898 at a cost of $65,000.

Permanence and quality are reflected in the building which has served well through the years and will continue to do so for many years to come. Constructed of Lake Superior red sandstone, with mosaic tile floors, elaborate woodwork, and several leaded glass windows this interesting building has a permanent quality that reflected a strong belief in Burlington's future.

In 1968 a renovation program opened up a portion of the basement as the new children's library and added other interior improvements. Due to its architecture and significance to the community the building was placed on the National Register of Historic Places in 1975. Also in 1975, the library established a special room for research of local and regional history called the Grimes-Salter Room. The room is named for two of Burlington's most prominent early citizens, mentioned previously, and contains their personal libraries and writings, as well as an extensive collection on local history and genealogy.

Presently the library offers extensive service to rural areas and smaller towns. In 1977 and 1978 the library began receiving funds from local units of government within the county, allowing residents outside the city to use the library without a fee. The Burlington Public Library now serves the entire population of Des Moines County, including the towns of West Burlington, Middletown, and Danville, which has a small branch library initiated in 1980. Careful planning, organization, and innovation are the bywords that will guide the library in future years as it struggles to meet increasing service demands while operating under the financial restraints of our times. Public support of the library has been reaffirmed in recent years, and the combination of this support with a dedicated library board and staff will ensure for future generations the same benefits of a strong library that Burlington has enjoyed in the past.

ORGANIZATION

Library Board

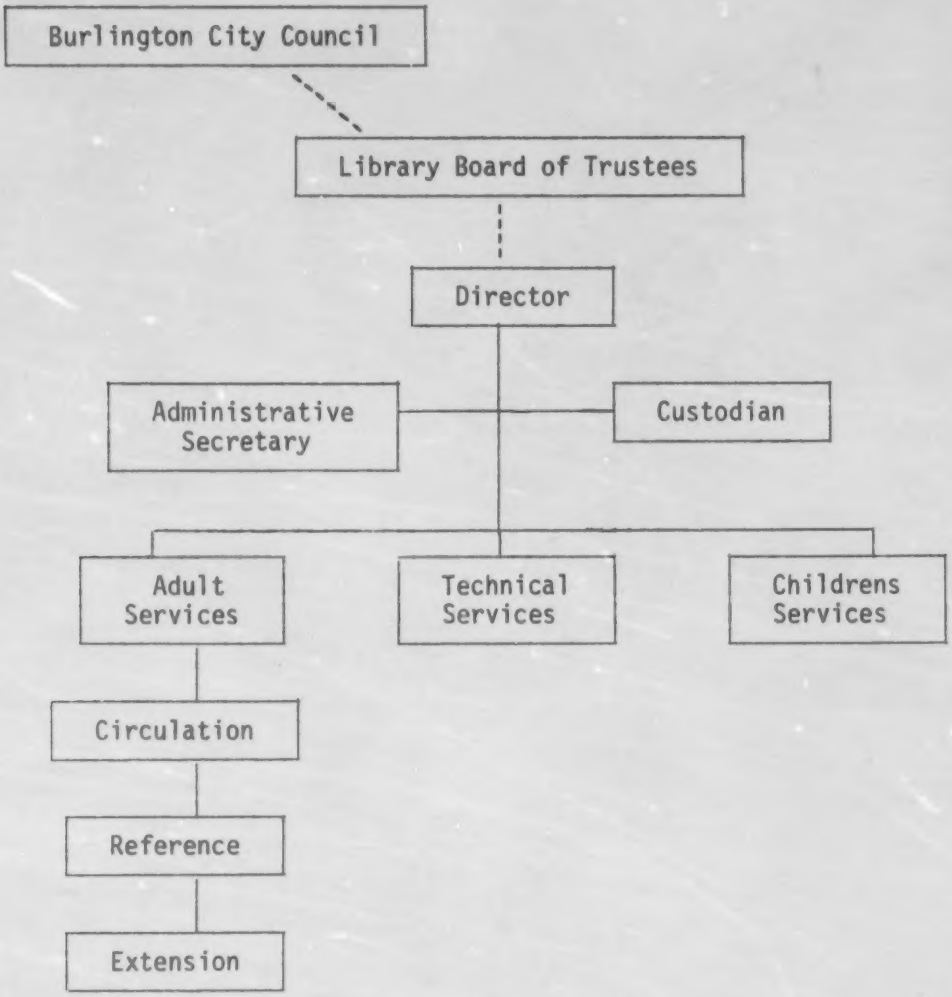
The Burlington Public Library is governed by a Board of Trustees consisting of five members appointed by the mayor and approved by the city council. Refer to Table 29 for a diagram of the organizational structure of the library. Members of the board must be residents of the city and are appointed to six year terms; consecutive terms are permitted with no limit. All laws pertaining to the authority of the library board are contained in the City Code of Burlington.

The library board formulates basic policies, appoints a director, promotes the library interest, secures adequate funds, and controls library funds, property and equipment. The board is a link to the community and indeed acts as a representative of the community to the local government and other organizations.

Administration

A director is appointed by the library board to act as the administrative officer of the library. The director acts in the advisory capacity of a professional expert to the board but is not a member of the board and has no voting privileges.

TABLE 29. ORGANIZATIONAL STRUCTURE OF LIBRARY



The duties of the director cover a broad spectrum of professional responsibilites: preparation of the annual budget; determination of internal policies and procedures; responsibility for all personnel matters including selection, training, and staff development; overseeing the basic collection and physical plant; and developing community programs and public relations.

Aiding the director in this myriad of complex activities is the administrative secretary, who performs the bookkeeping, disburses funds, maintains personnel records, communicates with a variety of vendors, and performs other library duties as necessary.

Major Departments

The library is organized into three departments, each of which is responsible for the operation of a major service: Adult Services, Technical Services, and Children's Services.

Adult Services is the largest department of the library and is responsible for circulation and reference services, interlibrary loans, reader guidance, extension services, programs, publicity, and materials selection for adult and young adults (age 12 and above).

Technical Services is responsible for ordering and control of incoming books, cataloging and classification, maintenance of the card catalog, handling withdrawals, and keeping materials in good repair.

Children's Services, usually known as the Juvenile Department, is important to the library and schools alike. Impressions of books and learning that last a lifetime are made in this area of the library which serves children from infancy to about age 12. Standard services include circulation, reader guidance, and a special emphasis on programs and personal attention to the youngsters.

Library Staff

Eighteen people are employed at the library, eleven full time and seven part-time. The seven part-time employees include three permanent and four temporary student positions.

The administrative staff consists of the director, administrative secretary, and the three heads of the major departments. The other staff members are organized into a union, a unit of AFSCME (American Federation of State, City, and Municipal Employees) that entered into its first contract in July 1979.

The library has a personnel handbook which defines strict requirements for job classifications and gives complete job descriptions for all employees. Annual evaluations are undertaken for all employees in July of every year rather than on employees' anniversary dates; with this method, evaluations are not missed or delayed. The primary reason for this approach is to provide annual goals for the coming year for the individual, the department, and ultimately the library as a whole.

TABLE 31. SECOND NINE LARGEST IOWA CITIES - ASSESSED VALUATION, 1978

CITY	VALUATION (in millions)
Bettendorf	$448.1
Clinton	422.2
Marshalltown	399.6
Burlington	354.1
Cedar Falls	351.9
Mason City	348.5
Fort Dodge	314.9
Muscatine	297.7
Ottumwa	241.5

Source: Iowa State Comptroller's Office

TABLE 32. SECOND NINE LARGEST IOWA CITIES - CITY BUDGETS 1978-79

CITY	BUDGET (in millions)
Cedar Falls	$31.3
Muscatine	24.2
Mason City	11.1
Burlington	10.8
Clinton	10.3
Fort Dodge	9.1
Marshalltown	8.9
Ottumwa	8.1
Bettendorf	5.7

Source: Iowa State Comptroller's Office

The priorities shown by the city council in recent years can be seen in Table 33 which provides a comparison of the major categories of Burlington's city budget with the same nine Iowa cities represented in the previous tables. The amount shown for human development is significantly lower than the state average.

TABLE 33. COMPARISON OF BUDGET EXPENDITURES BY MAJOR CATEGORY - SECOND NINE LARGEST IOWA CITIES AND BURLINGTON, 1978-79

BUDGET CATEGORY	PERCENT OF BUDGET OF SECOND NINE IOWA CITIES	PERCENT OF BURLINGTON BUDGET
Home & Community Envir.	66.8	68.7
Policy & Administration	6.1	5.4
Community Protection	16.2	18.7
Human Development*	10.9	7.2
*Includes library, parks, mental & physical health, education & cultural activities.		
Source: Iowa State Comptroller's Office		

The underlying dilemma for human development is that this category has been weakened in recent years relative to the other major budget categories, thus when the budget is trimmed due to inflationary pressures, human development programs may suffer disproportionately. Viewing these programs in relation to the total city budget, human development accounts for only 7.2% of the budget, and the library in particular accounts for only 1.8% of the total city budget.

Even if city spending is reduced considerably in the near future, there is still an option for the preservation of library services. In 1976 the voters of Burlington passed a special tax levy that would generate an additional $.27 per thousand on property taxes to maintain library funding. This tax can be enforced at any time by the city government but has not yet been implemented. If severe cuts are proposed for the library the entire levy or any portion of it can be used to support the library. If implemented in 1980 the special levy would provide over $90,000 if used to the limit.

County Funding

Although the city provides the major share of funding the Public Library also has an important source of funding from other units of government in the county. Beginning in 1977 an Iowa state law required any city or county government without a library to provide library service by contract with an established area library. Funding for such service is provided by a special tax levy at a minimum of six and three quarters cents ($.0675) per thousand dollars of assessed property valuation.

The Burlington Library receives payments at a minimum allowable level from the following units of government: West Burlington, Middletown, Danville (starting 1980-81), and Des Moines County for the unincorporated areas. The library funds provided by the county are divided between Mediapolis (40%) and Burlington (60%). Mediapolis is the only other town in the county that has a public library, thus funds are provided for service to unincorporated areas in the Mediapolis vicinity.

Revenue for the Burlington Public Library from government sources is outlined in Table 34, showing total amounts, percentage of the total budget, and per capita amounts for each source. Currently the Burlington residents pay a disproportionate share of the funding on a per capita basis.

TABLE 34. SOURCES OF LIBRARY FUNDING, PERCENT OF TOTAL BUDGET AND PER CAPITA AMOUNTS, 1980-81

SOURCE OF FUNDS	AMOUNT	PERCENT TOTAL BUDGET	PER CAPITA
Burlington	$222,096*	93.6	$7.32
Des Moines Co.	10,250**	4.3	1.08
West Burlington	3,600	1.5	1.18
Danville	630	0.3	.60
Middletown	130	0.1	.29
Nonresidents	450	0.2	3.50***
Total Budget $237,156			

*Does not include FICA and IPERS funds which are held in a separate fund, nor does it include federal revenue sharing appropriations.

**All figures for other localities are estimates.

***Estimate based on $10 fee per family; nonresidents are from Illinois.

While it is appropriate that Burlington residents would pay a higher share since it is a city library and is more convenient to them, the county residents' share is exceptionally low at this time. Another way to look at the funding is not by total population but the actual number of registered borrowers in the various localities. Table 35 compares the number of registered borrowers from each locality with the percent of the total budget paid by that locality.

TABLE 35. PAYING BORROWERS BY LOCALITY, PERCENT OF TOTAL BORROWERS, AND PERCENT OF TOTAL BUDGET BY LOCALITY, 1980-81

SOURCE OF FUNDS	NUMBER OF BORROWERS*	PERCENT TOTAL PAYING BORROWERS	PERCENT TOTAL BUDGET
Burlington	9,198	78.9	93.6
Des Moines County	1,486	12.7	4.3
West Burlington	605	5.2	1.5
Danville	214	1.8	0.3
Middletown	111	1.0	0.1
Nonresidents	45	0.4	0.2
Total Paying Borrowers	11,659		

*Does not include Iowa regional borrowers (54) who have reciprocal borrowing privileges as members of Southeastern Regional Library.

Since the communities without libraries under state law must provide library service, the alternatives they face are to increase funding to the Burlington Library, contract elsewhere, or start their own libraries. The latter choices are rather impractical or costly, and it is hoped an appropriate formula for funding can be arranged in the future. Since these extension services are so new, long range funding agreements cannot be made until patterns of library usage in the county are well established, perhaps in the next two to three years.

Other Sources

In addition to funds provided by the various units of local government the library also receives gifts and endowments on an irregular basis throughout the year. Most of these gifts are in the form of memorial book funds and a smaller number are in the form of direct gifts from individuals or organizations.

With an increasing awareness of the Public Library's struggle to provide quality service on a low budget, several organizations have made gifts to the library in the last few years. Most such gifts are intended for the book fund or for special equipment. A continuing series of donations made the Grimes-Salter History Room a reality, representing the efforts of the Rotary Club and a number of individual contributions.

In the library's history, however, there are very few endowments of a substantial nature, the most significant gift yet is that of Philip Crapo's $20,000 to inaugurate the building in 1895. It is unusual for a library in such an established community to have such a poor record of endowments; the present total for all types of gifts, including permanent endowments, is approximately $10,000 which will be used in part to augment the book budget in the next few years.

FACILITIES

Library Building

Adapting modern library services to an older building is a considerable challenge for the Burlington Public Library. The two story, red sandstone building was completed in 1898 and in most respects is in excellent condition. The interior is rather elaborate, with rich oak woodwork, mosaic tile floors, and high ceilings on the main floor.

Alterations have been few and the building retains most of its orginal character. Spurred by the 100th anniversary of the library in 1968 and cognizant of an outdated mode of library services, the library board embarked on a remodeling program from 1969 through 1971. During this time the children's department moved to a new home in the basement, air conditioning was installed, lighting was updated, the building exterior refurbished, and the Historical Society museum was removed from a second floor room.

In 1980 storm windows were added to the library and a sidewalk ramp for handicapped access was installed. Current goals for the building are simply to make the existing facility as efficient and useful as possible. Since the building is in good condition and is undoubtedly a revered landmark in Burlington, there is no consideration of a new building or extensive remodelling of the present building in the near future, although a wing could be added without altering the existing integrity of the original structure.

Location

Situated two blocks north of the downtown area and in the historic Heritage Hill section of the city the library is in a very acceptable location. The advantages of the site, however, are also the cause of some chronic problems in access to the building.

The hilly terrain of the area makes pedestrian travel to the library quite difficult for a number of people, especially the elderly. In addition the proximity to the downtown area means there are few parking spaces during the week. Short-term meters in front of the library provide occasional openings during the day, but lack of parking remains a constant complaint of patrons. It appears that most patrons would prefer metered parking rather than no parking at all.

Even though the library is on a main bus route, the automobile is still the most popular form of transportation to the library. A survey of library visitors showed that 85% arrived by automobile, 14% walked, and only 8% used the bus.

Major Space Requirements

When the library was constructed it reflected the aesthetic tastes and immediate needs of the time. As such the building has elements of the "monumental" in its basic design, which provides a spacious atmosphere but translates to a severe lack of usable space for modern library activity.

Table 36 presents a comparison of recommended space requirements for major areas of a contempoarary library serving Burlington's population with the actual figures for the present building. In most modern libraries a good deal of consideration is given to physical adaptation to the work flow, storage and workroom space, office space, and convenience of such facilities as rest rooms or elevators. Quite the opposite was true in the older buildings where such areas were underemphasized or in the case of the rest rooms actually hidden in remote corners of the building.

TABLE 36. MAJOR SPACE REQUIREMENTS IN BUILDING

BUILDING NEED	SPACE RECOMMENDED*	BURLINGTON LIBRARY
Linear Feet Shelving	9,300 Linear Feet	10,400 Linear Feet
Patron Seating	90 seats	60 seats
Staff Work Space	1,500 Square Feet	1,100 Square Feet
Total Floor Space	18,200 Square Feet	11,600 Square Feet

*Source: American Library Association, Interim Standards for Small Public Libraries, 1975.

These facility problems are primarily related to the main floor of the library, which is the proper place for adult services offices, work areas, and public rest rooms. Since there is no existing floor space that can be used for these needs, an addition to the building seems the only alternative to alleviate these chronic problems.

One other related area that should be noted is the grounds themselves. The library is bordered on the east and south by sidewalks, on the west by an alley, and to the north has a small lawn area that could support a modest addition. Across the alley to the west the city owns a small and quite old brick house on a lot with approximately 60 feet of frontage and a depth of 90 feet. This property was purchased with the intention of using the space for library parking, as the house is in rather poor condition. It is, however, a very early structure, apparently dating to the late 1840's and there is some interest in preserving the home for its historical interest. Whatever is decided in this matter, the property cannot support a direct addition to the library unless the alley separating the properties is closed or bridged.

Users' Concerns

A survey of people using the library asked, among other questions, what changes they would like to see in the building. Responses varied, of course, but several items were mentioned frequently: noise from light fixtures, noise from tile floors, more space for readers, more private space, more area for study, easily accessible rest rooms, a sign in front of the building, additional parking, a more accessible book return box, and a meeting room.

All of these concerns are valid and have been recognized by the library in the recent past. Most of these problems can be solved or at least alleviated without excessive spending except for the lack of a meeting room which could not be added without an addition. Inquiries regarding a meeting room are constantly being made; most are turned down because of the size of the group and occasionally because of the hours requested. Small groups (up to 15) can be accomodated in the library board meeting room. A proper public meeting room would not only allow groups to gather at the library but would also provide an exhibit or lecture area that would draw people to cultural or educational programs.

MATERIALS

Books

The heart of a library still remains the basic book collection despite a continual increase in other services and the addition of microforms and audio-visual media. Current totals are shown in Table 37.

TABLE 37. BOOK COLLECTION

TYPE OF BOOK	NUMBER	PERCENT TOTAL
Adult Nonfiction	44,936	60.3%
Adult Fiction	11,915	16.0
Total Adult	56,851	76.2
Juvenile Nonfiction	9,289	12.5
Juvenile Fiction	8,431	11.3
Total Juvenile	17,720	23.8
TOTAL COLLECTION	74,571	100.0%

These figures show a proper three to one ration of adult to juvenile books (76.2% to 23.8%), but a significantly high proportion of adult nonfiction books. This high percentage is attributed to a fiction collection that is more recent than the nonfiction and in addition has been thoroughly weeded, by discarding dated material, in the last year. An extensive weeding program is presently underway, and at this time only half of the nonfiction has been covered. A good number of nonfiction books will be discarded thus reducing the 60.3% adult nonfiction to about 50% of the collection. Generally accepted guidelines call for a ratio of 50% adult nonfiction, 25% adult fiction, and 25% total juvenile collection.

Another way of evaluating the total collection is by using a books per-capita (per person) rule or number of books required to serve the population. For Burlington's population range a standard guideline is three books per capita. Using current estimates of Burlington's population the recommended book collection should be approximately 90,000 books, but these guidelines must also be flexible to adapt to individual libraries.

Judging from the present age and usage of the library's collection, an acceptable figure would be 2.5 books per capita or 75,000 volumes. This would serve the Burlington population at present if the book collection is properly weeded and book acquisitions are highly selective. Even though the current book total is close to this figure the collection will actually decrease in the next two years due to weeding. (A thorough weeding of the collection has not been undertaken for at least 20 years.) The per capita figure also depends on library usage from outside the city; if present trends in county usage continue the 2.5 books per capita figure should be used only as an interim goal while the collection is improved, then a 3 books per capita figure must certainly be applied.

Age of Books

The number of books a library owns is meaningless without considering the age or relevancy of the collection. Table 38 shows the distribution by Dewey Decimal classification and by publication date of a random sample of 368 adult and juvenile books. Although the sample may seem small an accurate random sample of this size places the results in the 90% range of accuracy, so the sample is considered an excellent representation of the book collection as a whole.

Even though books are grouped in five year ranges, before 1975, the sparseness of nonfiction books published from 1975-1980 is obvious. In key areas the results are quite startling: not one book in the 500's since 1974, only one book in the 100's and in the 800's since 1974. It should be noted that this does not mean that there are no recent books in these areas, but they are so few that none were drawn in the random sample. In the sciences (500's) especially a book that is five years old is marginal, and a ten-year-old book is an excellent candidate for discarding, yet the sample shows a high number of books dated before 1955.

Quite the opposite is true in the fiction category where a fairly even spread can be seen throughout the years. Most of the older fiction books are not considered dated as they represent literary classics or popular modern books (such as mysteries) that have simply remained in acceptable condition and have not required replacement.

TABLE 38. AGE OF COLLECTION BY CLASSIFICATION

DEWEY CLASS	YEAR OF PUBLICATION										TOTAL BY CLASS	TOTAL PERCENT
	PRE-1955	1955-1959	1960-1964	1965-1969	1970-1974	1975	1976	197.	1978	1979		
000 General			1	1	1						3	0.8%
100 Phyl/Psych			1		4				1		6	1.6
200 Religion	5			1							6	1.6
300 Soc. Sci.	8	1	6	11	7	1	2	1			37	10.1
400 Language	1	1		1							3	0.8
500 Science	9	3	4	3	3						22	6.0
600 Applied Sci.	5	1	7	7	6		1		2	1	30	8.2
700 Arts/Rec.	10	4	2	3	7	2	1		1		30	8.2
800 Literature	10	5	1	5	4		1				26	7.1
900 Hist/Geog.	22	6	6	11	5	1	1				52	14.1
921 Biography	10	5	9	4	2			1			31	8.4
Fiction	14	2	14	18	41	8	9	4	9	3	122	33.2
Total by Year	94	28	51	65	80	12	15	6	13	4	368	
Total Percent	25.5	7.6	13.9	17.7	21.7	3.3	4.1	1.6	3.5	1.1		100.0%

A standard rule for recency is that 30% of the total collection should be less than 10 years old (by publication date). The current collection passes this test when taken as a whole (35.3% is less than ten years old) but only because of the recency of the fiction collection. When judging the nonfiction alone this figure falls to an unacceptable 22.8%.

The distribution of adult and juvenile books were very similar and so were combined in Table 38. An indication of this similarity and another approach to summarizing the age of the collection is shown in Table 39.

TABLE 39. MEDIAN PUBLICATION DATES OF COLLECTION

TYPE OF BOOK	MEDIAN PUBLICATION DATE
Adult Nonfiction	1960-1964
Adult Fiction	1970-1974
Juvenile Nonfiction	1960-1964
Juvenile Fiction	1970-1974

Usage of Books

Despite an aging collection and certain obvious gaps that must be remedied, some consideration should be given to the usage of the collection from the borrower's point of view. One method of evaluation is the availability of materials in specific areas, regardless of age or relevancy. Table 40 provides a summary of books available (not circulating at time of study) to the borrower based on the same random sample previously described.

Specifically it shows the percentage of books selected in the sample that were on the shelf and available for circulation. At least to some extent these figures represent circulation activity and therefore borrower interest within a specific category. Predictably the fiction books have a lower availability (66%) than the nonfiction total (82%), an indication of popularity combined with a well-maintained fiction collection. From the figures in the table certain broad assumptions concerning nonfiction can be made, namely: the materials show a fairly low level of usage based on high availability rates, and the rather high rates of availability in the 300's, and 500's through 700's indicate an inappropriate collection most likely due to the age of the materials.

TABLE 40. PERCENT OF BOOKS AND AVAILABILITY BY DEWEY CLASSIFICATION

DEWEY CLASS NUMBER		PERCENT AVAILABLE
000-099	General Works	100%
100-199	Philosophy	
	Psychology	67
200-299	Religion	83
300-399	Social Science	81
400-499	Language	67
500-599	Science	73
600-699	Applied Science	
	Useful Arts	70
700-799	Fine Arts	
	Recreation	70
800-899	Literature	81
900-999	History	
	Geography	96
921	Biography	94
Nonfiction subtotal		82
Fiction		66
Average Percent Available		77%

Usage of the broad categories of the collection is outlined by the circulation figures shown in Table 41, derived from the same random sample.

TABLE 41. CIRCULATION BY MAJOR CATEGORY

STATUS	TYPE OF MATERIAL			
	ADULT NONFICTION	ADULT FICTION	JUVENILE NONFICTION	JUVENILE FICTION
Circulated Past 3 Years	60.1%	80.0%	75.5%	89.1%
Not Circulated Past 3 Years	28.5%	7.1%	22.6%	1.8%
Missing	11.4%	12.9%	1.9%	9.1%

Combining these figures with the preceding tables on age and usage, a clear pattern can be seen. Both adult and juvenile fiction show a higher rate of circulation in the past three years than the nonfiction. This is predictable since these areas are highly current, and would be even higher if not for the significant number of missing books (some missing books would certainly be in circulation if accounted for). Although the number of missing books is high in most areas, the interpretation should be modified by noting that only a small number of them are assumed to be stolen. Many are older books that may have been missing for years and would have been weeded anyway, and others may have been misshelved or misplaced in some other manner. An inventory of library items has not been undertaken for many years and this causes many such problems in collection evaluation.

The data in Table 41 is also supported by information gathered during the weeding process. It was difficult to locate a book on the fiction shelves that had not circulated at least once in the last two years. This is in opposition to the high number of noncirculating items on the nonfiction shelves, with the primary factor assumed to be the age of the collection.

Mention should also be made of the nonfiction materials in the sample that have circulated in the last three years. Many of these books apparently were taken out in desperation; that is, even if the book was dated it was used because there was nothing more current. Some examples are a 10-year-old book on astronomy or a guide to travel in a South American country dated 1964. Thus the circulation figures for nonfiction are somewhat misleading and would be even lower if borrowers were more selective.

Periodicals

Special mention should be made of the periodicals collection (magazines and newspapers) due to the increasing diversity and importance of periodicals in the modern library. In recent years magazines have increased tremendously in scope and volume and are vital to those seeking current information in a variety of areas, whether recreational, educational, or vocational. The library presently maintains 165 periodical subscriptions.

Periodical circulation has increased significantly in recent years. Although a number of the periodicals are popular in nature, the majority of the periodicals are maintained because of their inclusion in the Reader's Guide, an index to magazine articles used extensively by students and researchers in many areas as well as by the library staff.

The tremendous volume of back issues of periodicals that must be kept leads to a number of problems in storage and access. The library has the local newspapers on microfilm and is undertaking a program to replace paper copies of certain magazines with microfiche; presently the entire magazine collection is in original paper form. Microfiche will reduce storage space requirements and provide more convenient use to the researchers.

Paperbacks

A browsing collection of paperbacks is maintained in the adult and juvenile departments, and an increasing number are cataloged and placed in the regular collection. The browsing collections have a high rate of circulation and provide a relatively inexpensive source of reading materials in a limited space.

A recent sampling of 25 adult paperbacks from the browsing collection showed that every book selected had circulated from a low of three times to a high of 28 times in the last two years, with an average circulation rate of 8 times a year.

Audio-Visuals

Other than recordings and microfilm the library has not developed a strong audio-visual or nonprint program. Films are available from the Southeastern Regional Library System in Davenport and the Mississippi Valley Film Cooperative for which patrons pay a small rental fee. A 16mm and 8mm projector are available for loan from the library, as well as a slide projector and several cassette recorders. Presently the library does not own any video tape or related equipment. The library does not own any art prints for circulation; although frequent inquiries are made, costs of initiating such a program are prohibitive at this time.

The library owns 1,800 recordings which have a fairly high rate of circulation. This past year the record collection was weeded, the classification system was revised, and the previously inadequate shelving was replaced with browsing bins. Circulation has increased due to this modification even without the addition of a significant number of new recordings.

The library owns 982 reels of microfilm which include the entire collection of the local newspapers, census data, and historical documents. These materials will continue to be maintained on microfilm, although microfiche will be used to supplement the more highly used magazines as described in the preceding section on periodicals.

Cost of Materials

The cost of books and periodicals has risen sharply in recent years, causing a severe reduction in the amount of materials purchased by the library. An average hardcover book cost $8.43 in 1968 compared to $18.03 in 1978; an average periodical subscription has jumped from $8.93 to $24.59 in the same period.[18]

The Burlington Library book budget should have been doubled in this ten year period, but only moved from $13,500 in 1968 to $19,400 in 1978. In the last two years the book budget has been increased somewhat, and now stands at $28,000 for 1980-81. Regarding only inflationary increases in the last five years the current budget should be at least $36,000 to keep pace with inflation. This figure is very close to the average book budget of $36,900 for the libraries in Iowa's second nine largest cities. Essentially all libraries are faced with the same problem: buying fewer materials for more money than they did ten years ago.

This effort becomes more of a burden for libraries that have not had adequate budgets in the past and so are working from a low point to begin with, as is true of the Burlington Public Library. Increased purchase of paperback books can make up for some of the loss in buying power since the initial outlay and replacement costs are fairly low, but paperbacks have also risen in price to the same degree as hardcover books.

LIBRARY SERVICES

Hours of Operation

The Burlington Public Library is open 64 hours a week during the school year and 60 hours a week in the summer as shown in Table 42. This total slightly exceeds the minimum hours of operation for a library in this size community as recommended by American Library Association guidelines. Evening and Saturday hours are a necessity for students and a convenience for the working population.

TABLE 42. HOURS OF LIBRARY OPERATION

SEPTEMBER-MAY	June-August
9 a.m.- 9 p.m. Monday-Thursday 9 a.m.- 5 p.m. Friday, Saturday	9 a.m.- 8 p.m. Monday-Thursday 9 a.m.- 5 p.m. Friday, Saturday

[18] Sandra Stencel, "Libraries' Financial Squeeze," Editorial Research Reports (Washington, D.C., Congressional Quarterly, Inc., 1979) p. 808.

General Services

Only certain aspects of library service can be easily quantified and prepared for written reports, such as circulation statistics, registration figures, or the number of reference questions asked during the year. Most of the activity in the library, however, is of a qualitative nature and is often not apparent to the average library user.

Many hours are spent in careful book selection and preparation of materials. Classification of the materials and proper cataloging organizes the collection and makes it accessible to the public. Orientation to the library is another important service whether to the individual or to the hundreds who tour the library in groups, predominantly students.

Programs are prepared throughout the year, most of an educational nature such as a recent genealogy workshop. The summer reading program in the Children's Department is a major effort enrolling over 1,000 young people annually and providing an appreciation of books and reading outside the school curriculum.

Several staff members are available as speakers to groups in town, either to inform them of the library or to provide book reviews. Publicity and public relations are an important effort ensuring that citizens are aware of library services and also providing opportunity for communication between the community and the library. News releases are sent to the local paper, and both radio stations provide free air time for a regular series of library commercials.

Above all the library is a public service institution, not just a building full of books, with the goal of meeting the information needs of a large and diverse segment of the population. Over 8,000 people visit the library in an average month and by far the most significant factor in responding to library users is the personal rather than the material element.

Circulation

Circulation of materials has experienced a slow but steady decline in the last three years but appears to be stabilizing and shows definite signs of increasing in the last year. Since circulation figures are not available for the current statistical year, a year in which the circulation shows a change in direction, a comparison of the last six months of 1977 through 1979 is shown in Table 43.

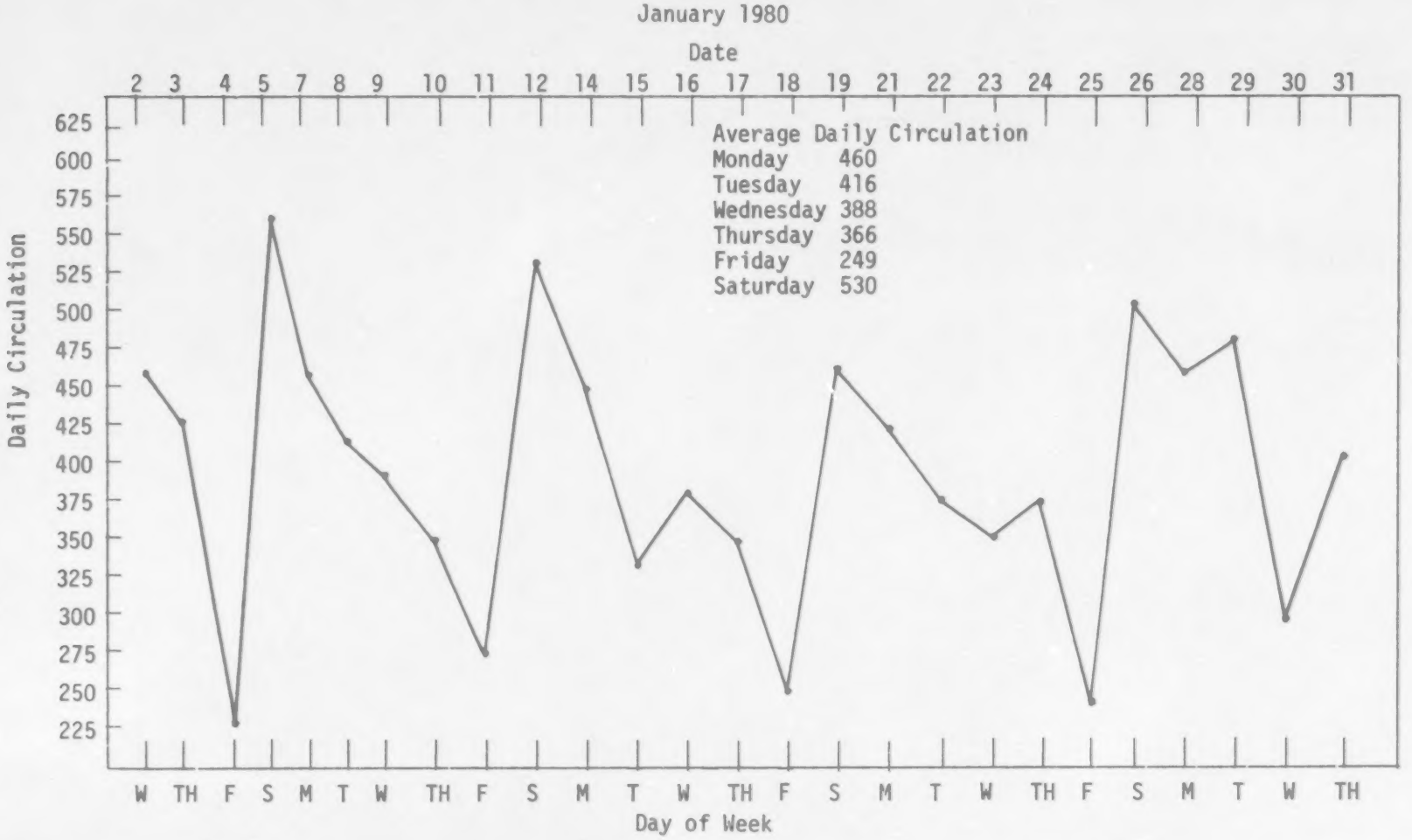
TABLE 43. CIRCULATION STATISTICS 1977-1979

MATERIALS BORROWED	JULY-DEC 1977	JULY-DEC 1978	% CHANGE	JULY-DEC 1979	% CHANGE
ADULT PRINT MATERIAL					
Nonfiction	21,799	19,095	-12.4%	19,380	+ 1.5%
Fiction	25,648	24,012	- 6.4	23,144	- 3.6
Periodicals	4,200	4,756	+13.2	6,887	+44.8
TOTAL ADULT PRINT	51,647	47,863	- 7.3	49,411	+ 3.2
JUVENILE PRINT MATERIAL					
Nonfiction	9,103	9,186	+ 0.9	7,365	-19.8
Fiction	22,570	20,592	- 8.8	21,001	+ 2.0
TOTAL JUVENILE PRINT	31,673	29,778	- 6.0	28,366	- 4.7
TOTAL PRINT MATERIAL	83,320	77,641	- 6.8	77,777	+ 0.2
NONPRINT MATERIAL					
Films	260	363	+39.6	366	+ 0.8
Recordings	3,587	2.742	-23.6	2,953	+ 7.7
Microfilm	546	475	-13.0	588	+23.8
Equipment	0	12	***	55	+350.3
TOTAL NONPRINT	4,393	3,592	-18.2	3,962	+10.3
TOTAL MATERIALS BORROWED	87,713	81,233	- 7.4	81,739	+ 0.6

The decline in circulation must be attributed in great part to the deteriorating condition of the basic collection as noted in the preceding section on Materials. The adult collection is being completely revised and circulation should increase accordingly, although this is a complex process that will not be completed for at least two more years.

Circulation trends for an average month, which are highly reflective of general library activity, are shown in Table 44. Virtually every month shows the same pattern for weekly library activity with a high level at the beginning, an occasional rise during midweek, a definite continual decrease reaching an extreme low on Friday and ending with a sharp rise on Saturday. The high activity on Saturday indicates a probable tendency of high usage on Sundays if the library were open. Most libraries with Sunday hours have a high volume of activity, but financial restrictions and a minimally adequate staff prevent the Burlington Library from opening on Sundays.

TABLE 44. CIRCULATION ACTIVITY FOR TYPICAL MONTH


January 1980
Date
2 3 4 5 7 8 9 10 11 12 14 15 16 17 18 19 21 22 23 24 25 26 28 29 30 31
Daily Circulation
625 600 575 550 525 500 475 450 425 400 375 350 325 300 275 250 225
Average Daily Circulation
Monday 460
Tuesday 416
Wednesday 388
Thursday 366
Friday 249
Saturday 530
W TH F S M T W TH F S M T W TH F S M T W TH F S M T W TH
Day of Week

Reference

One aspect of library service that has increased dramatically is in the area of reference or information services. In the last six months of 1977 through 1979 the following numbers of reference questions were recorded: 1977 - 717 questions; 1978 - 943 questions; and 1979 - 2,232 questions (an increase of 137% over the previous year).

At least a portion of this increase is due to a program of public awareness concerning reference service; a program undertaken because many people hesitate to call the library or ask a librarian a question because they may be "bothering" the librarian. Another reason for this increase is the growing need for information required in our society, especially in regard to consumerism, economics, education, and government.

Approximately 90% of all reference questions are answered directly by the Burlington Library, and the remaining 10% are sent to the regional library described in the following section on interlibrary loan.

Interlibrary Loan

Materials that are not owned at the Burlington Library can be borrowed from other libraries in Iowa through Southeastern Library Services in Davenport, Iowa. The regional library is one of seven such state-funded centers in Iowa that control interlibrary loan activities. Books that are not available at the regional level are requested from a cooperative network of large public and university libraries throughout Iowa, and can even be submitted to a national network if necessary.

Thus not only are the millions of volumes owned by Iowa libraries available to anyone using the Burlington Library, but the resources of libraries throughout the nation are available as well. This service is one of the most significant innovations in modern library service, and is increasing rapidly even though many library users are as yet unaware of this service. The number of interlibrary loan requests for the last six months of 1977 through 1979 are: 1977 - 410 loans; 1978 - 636 loans; and 1979 - 910 loans (a 43% increase over the previous year).

Extension Services

In addition to the daily services provided at the main library there are several important extension services which merit consideration. Since 1946 the library has maintained a homebound delivery service, taking

materials to individuals who are ailing or handicapped and cannot travel to the library. Presently over 50 people benefit directly from this program. Materials are prepared on an individual basis at the library and delivered by a volunteer.

Many of the homebound readers have visual problems and require large print books, which are becoming increasingly important in the library's collection. The library also refers the blind or visually impaired to the Iowa Commission for the Blind for braile books or books recorded on disc or cassette.

In 1979 a deposit collection was placed in the Steamboat Community Senior Citizens Center in downtown Burlington, approximately six blocks from the library. The collection was initiated primarily as a resource for senior citizens who have difficulty in traveling to the library due to its location on hilly terrain and the difficulty of parking in the immediate vicinity.

The library's first small branch library opened in February 1980 in Danville, a town of 1,050 people located 15 miles west of Burlington. The library is open 12 hours a week in a rented room and staffed by volunteers from the Danville Jaycee-ettes, who have also assumed responsibility for rental of the facilities. The Danville City Council pays a minimum allowable amount to the Burlington Library in the same proportion as other communities who contract with Burlington for library service.

The Danville area has shown a clear need for their own local library and community interest has been high. However, the substantial financial support from a volunteer organization should only be considered temporary and the citizens of Danville must decide in the near future if they truly want a permanent quality library in their community.

LIBRARY USERS

Number of Borrowers and Residence

Registration records provide an important indication of library usage, especially since the library now serves all of Des Moines County. Current registration figures are provided in Table 45. Since an accurate count by locality was not kept until this year a comparison of increases is not possible. Records for the current year, however, show a steady increase for each category represented with an overall increase of two percent in the past year. It should not be assumed that all library users are registered borrowers, however, as many people use the library resources without actually borrowing materials or may use the card of a registered member of their family.

TABLE 45. REGISTRATION PROFILE BY LOCALITY, 1980

LOCALITY	REGISTERED BORROWERS	PERCENT TOTAL BORROWERS
Burlington	9,198	78.5%
Des Moines County	1,486	12.7
West Burlington	605	5.2
Danville	214	1.8
Middletown	111	0.9
Nonresident	45	0.4
Regional	54	0.5
Total Borrowers	11,713	

The majority of borrowers are from the city of Burlington with the second largest number from the unincorporated areas of Des Moines County. Most of these county residents are from areas immediately outside the city. Approximately 30% of the Burlington population is registered at the library and 26% of the entire population of Des Moines County (including Burlington).

A random sample of registered borrowers combined with a map survey of library visitors showed a remarkably even spread of library users from Burlington neighborhoods and areas immediately adjacent to the city. Every residential area in or near Burlington had a significant representation in the library survey and distance from the library made little difference in library usage.

Survey of Users

Visitors to the library on a weekday and a Saturday were asked to fill out a questionnaire describing themselves and their opinions of the library. The profile of library users that developed showed little deviation from similar surveys taken in other local libraries or on a national scale.

Although the library serves a wide range of the population regardless of age, sex, education, income, or any other characteristic, there are certain categories of users that predominate. As shown in Table 46 women tend to lead men slightly in library usage although this difference has been closing rapidly in recent years. Library usage is fairly high up to 12 years of age, tends to peak in the 20 and 30 year olds, and begins a slow but steady decline after age 40. (The survey included only those 12 years old or more.)

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TABLE 46. LIBRARY USERS: AGE, SEX, HOUSEHOLD SIZE, MARITAL STATUS

MALE	FEMALE	MARITAL STATUS	PERCENT
47%	53%	Single	40%
		Married	46
		Widowed	5
		Divorced or separated	8
AGE	**PERCENT**	**HOUSEHOLD SIZE**	**PERCENT**
12-14	9%	1	16%
15-19	15	2	20
20-24	11	3	19
25-34	23	4	28
35-44	16	5	11
45-54	10	6+	7
55-64	7		
65-74	7		
75+	1		
Source: Burlington Library Survey			

It should be noted, however, that these are summarized figures and do not provide all the relevant information. While a low number of library users are over 60, those who use the library in this age bracket are among the most consistent and regular borrowers.

Library usage also tends to increase with household size, and especially with the number of school-age children in the family. The large number of single people in the survey directly reflects the high number of young people who use the library.

Table 47 provides information on education, occupation, and income. Again there are few surprises. Library users are generally well educated, the great majority having high school and college degrees. (The lower education levels include students currently enrolled and are not primarily adults.) Note the precise division of 50% having a high school degree or less, and 50% having a higher education.

TABLE 47. LIBRARY USERS: EDUCATION, OCCUPATION, AND INCOME

EDUCATION	%	OCCUPATION	%	HOUSEHOLD INCOME	%
4th Grade	5	Professional/Technical	44	4,999 or less	11
8th Grade	11	Manager/Administrator	13	5,000-7,999	6
10th Grade	4	Factory Work/Laborer	12	8,000-11,999	16
12th Grade	30	Clerical	12	12,000-14,999	9
Technical Degree	19	Sales	9	15,000-19,999	23
B.A. Degree	21	Craftsman/Foreman	4	20,000-24,999	14
M.A. Degree	9	Service	3	25,000-34,999	13
PhD, M.D., J.D.	1	Transport	1	35,000 or more	8
		Agriculture	1		

Source: Burlington Library Survey

Regarding occupations it is clear that most library users are white collar or professional workers, but again this does not tell the whole story. As with the elderly, the low number of laborers or clerks do not indicate the frequency of use by these groups. Income levels tend to be in the median range for library users but drop off very sharply for both very low or very high incomes. Low usage by persons in the income brackets above $20,000 is undoubtedly due to their purchase of their own books or belonging to various national book clubs.

Students are the largest identifiable group that use the library, which is a prime source of information and research for students during the school year. Just over one fourth of the library users are full-time students, as shown in Table 48. Of the students (from the 5th grade and up) a fairly even proportion is shown through the grade levels, with a somewhat surprising number of college students. The survey was not held during a vacation period and it is assumed many students from the local community college elected "college" rather than "technical/vocational" as a survey choice. Even so the number of college students using the library, whether for educational or recreational reading, was unexpected.

Frequency of library usage, distance, and related travel is indicated in Table 49. The great majority of people who use the library tend to visit the library regularly and reside in the general Burlington area, although it is important to note the 16% who travelled over six miles. While about half came only to visit the library, the other half combined the library stop with business, shopping, or other activities.

TABLE 48. STUDENT USE OF LIBRARY

TYPE OF USER	PERCENT
Full-Time Students	26%
Non Students	74
GRADE LEVEL (Full-Time Students)	**PERCENT**
5th-8th	28%
9th-12th	38
Technical/Vocational	4
College	29
Source: Burlington Library Survey	

TABLE 49. LIBRARY USERS: FREQUENCY OF USE

FREQUENCY	PERCENT	LAST VISIT	PERCENT
Weekly or more	37%	Last week	48%
Monthly or more	39	Last 2 weeks	21
6-11 times a year	14	Last month	21
3-5 times a year	6	Last year	8
1-2 times a year	4	First visit	2
DISTANCE TRAVELLED	**PERCENT**	**PURPOSE OF TRIP**	**PERCENT**
Less than 1 mile	23%	Solely to visit library	49%
1-5 miles	61	In connection with shopping	17
6-10 miles	9	In connection with business	19
11-15 miles	5	Other	15
Over 15 miles	2		
Source: Burlington Library Survey			

User's Attitudes Toward the Library

The library user and high school surveys, referred to previously, contained several questions that required written comments. The questions to which the greatest majority of people responded were: "What changes would you like to see in the library?" and "What do you appreciate most about the library?"

Hundreds of individual comments and suggestions were made on the building, services, materials, and staff. It would not be feasible to list every comment, but there were several comments made by a large number of people that should be mentioned. Regarding changes in the materials available at the library the strongest suggestions, in order of frequency, were: 1. add more books, 2. add more current materials, 3. add more books for pre-teens and teens, and 4. add more magazines. The order of preference was identical for both the in-house library survey (age 12 and over) and for the high school survey.

In other areas of change frequent suggestions were: provide more funding for the library, open the building on Sunday and keep the library quieter.

The most frequent comments regarding appreciation of the library concerned materials, as was true of the question on changes. The most appreciated materials were: 1. variety of books, 2. reference books and encyclopedias, 3. magazines, and 4. recordings. Occurring with less frequency, but still very strong were comments on the staff, described as 1. friendly, 2. helpful, 3. providing good service, and 4. being courteous and polite.

Other frequent comments of appreciation were very high for: children's story hour, concept of "free" library, a central location, a quiet atmosphere, and an attractive building.

Obviously, a survey of library users will show a strong regard for the public library as an institution, but even those who use the library infrequently or not at all still have a positive attitude towards the library and its place in the community. Not only individuals but community organizations as well have become increasingly concerned with maintaining a quality library in recent years, since they are concerned with the quality of life in the Burlington area as a whole, whether in business, professional services, education, recreation, or the arts. This concern was expressed quite directly by one of the library users surveyed who wrote "The quality of a library is the measure of a community." Preserving that quality will require constant effort from those who believe in the importance of the public library.

IV. RECOMMENDATIONS

1. INCREASE FUNDING AT THE BURLINGTON PUBLIC LIBRARY TO THE AVERAGE PER CAPITA FUNDING AS OTHER CITIES IN IOWA OF SIMILAR SIZE.

   The library is one of the lowest funded of Iowa's second nine largest cities, and despite differences in community needs and property valuation a fair approach is to establish the same equivalent per capita funding as other medium sized cities.

2. DEVELOP A MORE EQUITABLE FUNDING ARRANGEMENT FOR LIBRARY SERVICES PROVIDED FOR DES MOINES COUNTY RESIDENTS OUTSIDE OF BURLINGTON.

   Residents of Des Moines County outside of Burlington are assessed an unacceptably low amount for borrowing privileges at the Burlington Public Library; in effect the Burlington city residents are partially subsidizing library usage by county residents outside of Burlington. Promotion and development of library services should continue in these areas but appropriate funding must be a primary consideration.

3. DEVELOP A LONG RANGE PRELIMINARY PLAN FOR BUILDINGS AND GROUNDS WITH THE ADVICE OF A QUALIFIED LIBRARY CONSULTANT AND AN ARCHITECT.

   Imaginative yet economical solutions are required to ensure the usefulness of the historic library building, and plan for proper utilization of energy, space, and any remodelling or building additions in the future. Areas of major concern are: staff office and work areas, a meeting room, more accessible public restrooms, a modern elevator, parking and building access, and additional fire and safety equipment.

4. IMPROVE THE MATERIALS COLLECTION TO MEET THE IMMEDIATE NEEDS OF THE COMMUNITY AND TO PROVIDE A SOLID FOUNDATION FOR FUTURE DEVELOPMENT.

   The entire process of book selection and collection maintenance has been poorly controlled for a number of years. Weeding must be continued, the nonfiction materials must be thoroughly evaluated, newer media such as microforms or other non-print materials added, and an inventory of the collection undertaken. An appropriate collection of at least 2.5 books per capita should be established in a well-maintained and relevant collection.

5. STRENGTHEN THE VISIBILITY OF THE LIBRARY BY INFORMING THE COMMUNITY OF THE LIBRARY AND ITS NEEDS AND INVITING THE PUBLIC TO MAKE THEIR NEEDS KNOWN SO THEY MAY BE BETTER SERVED.

Despite a constant effort to inform the public of library services and excellent coverage from local media, many people remain unaware of library organization, funding, resources and services. This effort should include continuing surveys, improved library orientation and brochures, speaking engagements and special programs. Increased contact with the public will also lead to better communication with individuals or groups who can make their needs known to the library.

6. DEVELOP A PROGRAM FOR ENCOURAGING FINANCIAL ENDOWMENTS TO THE BURLINGTON PUBLIC LIBRARY.

Endowments and gifts to a public library can provide an extra measure of quality service to the community that is of an enduring and permanent nature. Many small donations are received but larger permanent endowments are almost non-existent, unfortunately making Burlington unique in this aspect among older Iowa cities. A program for informing the public of the benefits of such gifts should begin immediately in cooperation with the Friends of the Burlington Public Library and other interested citizens.

7. OTHER RECOMMENDATIONS

The following recommendations all have merit and should be strongly considered by the library. Since they cover a variety of concerns they do not fit into the previous major programs, but this does not mean they are less important in any way.

a. Add a library aide position to serve in both adult and technical services to relieve professional employees from clerical duties.

b. Use a limited number of volunteers for special programs or outreach projects such as hospital library service or senior citizens projects, but do not rely on volunteers to assume regular library duties.

c. Demand that the Burlington City Commissioners implement the library tax levy, as approved by a majority vote of the citizens, if there is any threat to funding library services at the present level of quality.

d. Cooperate in establishing a volunteer group to assess public library and school library needs in the county and ensure coordination and improvement of such services as needed.

e. Improve parking around the area, with additional metered spaces if necessary.

f. Strongly encourage Danville residents to establish a permanent branch of the Burlington Public Library, funded by the city of Danville and the Burlington Public Library.

g. Consider the use of cable television (local city channel) to publicize library resources and broadcast library programs.

h. Continue to evaluate and refine library services every three to five years, based on the methods used in the community analysis.

APPENDIX A

DES MOINES COUNTY LIBRARIES

Public Libraries

Burlington Public Library
501 N. 4th Street, Burlington 753-1649
Collection of 75,000 volumes
Hours: 9:00 a.m.- 9:00 p.m. Monday-Thursday; 9:00 a.m.- 5:00 p.m. Friday and Saturday
Grimes-Salter Historical Room contains local histories and genealogical material. Hours: 2:00-5:00 p.m. Wednesday and Saturday

Danville Branch of the Burlington Public Library
306 S. 3rd Street, Danville 392-8317
Collection of 2,000 volumes including rotating collection from Burlington
Hours: 4:00- 8:00 p.m. Monday and Wednesday; 10:00 a.m.- 2:00 p.m. Saturday

Mediapolis Public Library
128 N. Orchard, Mediapolis 394-3895
Collection of 27,000 volumes
Hours: 1:00- 5:00 p.m. Tuesday and Thursday, 9:00-11:30 a.m. and 1:00-5:00 p.m. Saturdays
Includes natural history museum and local history items

Steamboat Community Senior Citizens Center Branch of the Burlington Public Library
501 Jefferson Street, Burlington 753-8195
Collection of 100 paperbacks plus rotating collection from Burlington Public Library
Hours: 8:30 a.m.- 5:00 p.m. Monday-Friday

Academic Libraries

Southeastern Community College Library
North Campus- Gear Avenue, West Burlington 752-2731
Collection of 25,000 volumes of curriculum-related and general nonfiction books
Available for public use
Hours: 7:30 a.m.-9:00 p.m. Monday-Thursday; 7:30 a.m.-5:00 p.m. Friday

Elementary and secondary schools
Collections available for students and teachers in the individual buildings

Special Libraries

Burlington Medical Center Library
602 N. 3rd Street, Burlington 753-3011
Collection of 2,300 volumes, primarily technical materials for the use of the hospital staff, with some general material for patients or area residents
Hours: 8:00 a.m.-4:30 p.m. Monday-Friday

Des Moines County Law Library
Court House- 513 N. Main Street, Burlington 754-8454
Collection of Supreme Court Reports, state and regional reports, state code and basic law books
Public use with permission but materials do not circulate
Hours: 8:30 a.m.- 5:00 p.m. Monday-Friday

Church libraries
Collections available in more than half of the area churches for church members